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Final Report

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Commission on Class Size and Composition

101-800 Portage Avenue
Winnipeg MB R3G 0N4
Canada

PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

April 19, 2002

Honourable Drew Caldwell
Minister of Education, Training and Youth
Government of Manitoba
Room 168 Legislative Building
450 Broadway Avenue
Winnipeg MB R3C 0V8

Dear Mr. Minister:

I am pleased to submit to you the final report of the Commission on Class Size and Composition. The recommendations represent my conclusions following a comprehensive research and consultation process. I am grateful to all who shared their insights and experiences with me. I hope this report and its recommendations provide a constructive starting point for addressing the challenges that class size and composition present to school communities across Manitoba.

Yours sincerely,

Dr. Glenn Nicholls

ACKNOWLEDGMENTS

The task of successfully fulfilling the mandate and terms of reference of a public commission requires the cooperation and support of many individuals and organizations. I would like to take this opportunity to thank the numerous people who supported the Commission's challenging work.

The Commission benefited tremendously from the extensive cooperation of Manitoba's educational associations and organizations who shared with the Commission, publicly and privately, their valuable experiences and insights.

Sincere thanks to all of the individuals who attended the provincial consultation sessions and to those individuals and groups who prepared written submissions. I appreciate the time and effort that was taken by a variety of individuals and groups who shared their thoughts and observations with me.

As part of the Commission's work, I visited a number of schools across the province. I would like to acknowledge the cooperation and support of those superintendents, school administrators, and teachers who welcomed me into their schools. A special word of thanks is also owed to the students who shared their experiences with me. Their involvement added a necessary and valuable dimension to the Commission's work.

I extend my gratitude to all the public school teachers who found time during their taxing schedules to complete the class size and composition profiles. Your involvement in the Commission's work was critical to my obtaining a view of the complexities and subtleties of class size and composition issues.

Finally, I would like to express my appreciation to the staff of Research and Planning Branch, Manitoba Education, Training and Youth and Advanced Education who provided the Commission with exceptional administrative and research support.

Glenn Nicholls

Commission on Class Size and Composition—Final Report

COMMISSIONER

Dr. Glenn Nicholls

RESEARCH AND PLANNING BRANCH
MANITOBA EDUCATION, TRAINING AND YOUTH AND ADVANCED EDUCATION

Dino Altieri	Manager, Special Projects
Rachelle Fiola	Desktop Publisher
Erika Kreis	Research Consultant
Matthew Kwok	Research Analyst
Richard Perrault	Statistical Analyst
Valerie Sawchuk	Administrative Assistant

EDUCATION RELATIONS
MANITOBA EDUCATION, TRAINING AND YOUTH AND ADVANCED EDUCATION

Nancy Buchanan	Facilitator	Thompson and Cranberry Portage Consultation Sessions

PROACTIVE INFORMATION SERVICES INC.

Larry Bremner	Facilitator	Dauphin, Brandon, Carman and Winnipeg Consultation Sessions
Linda Lee	Facilitator	
Denise Bélanger	Facilitator	

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CHAPTER ONE

INTRODUCTION TO THE COMMISSION ON CLASS SIZE AND COMPOSITION

PURPOSE AND TERMS OF REFERENCE

In 2000, the Government of Manitoba introduced Bill 42 to amend the Public Schools Act. The Bill required the Minister of Education, Training and Youth to establish a commission to study the issue of class size and composition. In April 2001, the Minister of Education, Training and Youth, Honourable Drew Caldwell appointed Dr. Glenn Nicholls to lead the Commission on Class Size and Composition. The Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education was designated to provide the Commission with research and administrative support.

The Commission was asked to consider whether or not there should be a provincial policy on class size and composition and, if so, to make recommendations as to its content. It was also asked to make recommendations as to whether or not class size should be a negotiable and arbitrable item within the collective bargaining process. The Commission was expected to take ten to twelve months to complete its final report with recommendations.

Specific terms of reference for the Commission's work, which are outlined in several documents found in Appendix A, included

- considering the educational welfare of students
- obtaining a broad exchange of views across the province on class size and composition issues
- making research on the impacts of class size on student outcomes as widely available as possible

Issues that were expected to arise during the course of the Commission's work included

- the impact of class size and composition on educational outcomes and teacher working conditions
- students with special needs
- teacher supply and demand
- the use of teacher assistants
- multi-grade classrooms
- classroom space and school capacity to accommodate the learning needs of students
- the costs of a provincial policy or guidelines on class size and composition

Additional issues that arose during public consultation sessions included the unique nature of small schools and the need for comprehensive information and research on class size and composition matters.

KEY COMPONENTS OF THE COMMISSION'S WORKPLAN

Orientation and Information Meetings with Educational Associations and Organizations

Prior to the development of the Commission's workplan, orientation and information meetings were held in April, May and June 2001 with provincial educational associations. These associations included

- Manitoba Association of School Trustees
- Manitoba Teachers' Society
- Manitoba Association of School Superintendents
- Manitoba Association of Parent Councils
- Manitoba Association of School Business Officials
- Council of School Leaders, and
- Student Services Administrators' Association of Manitoba

The meetings were intended to identify issues, concerns, and information requirements related to the Commission's work and to discuss formats, locations and schedules for public consultation as well as the content and format of a public discussion paper intended to support the consultation process.

Literature and Policy Reviews on Class Size and Composition

At the start of the Commission's work, a literature review on the impacts of class size and composition on student outcomes and teacher working conditions and a review of national and international class size and composition policies were undertaken. These reviews helped to inform the Commission's work and support the development of a public discussion paper.

Profile on Class Size and Composition in Manitoba Public Schools

Prior to the start of its work, the average class size in the province as well as class size ranges across the province were unknown and unavailable to the Commission. Pupil-teacher ratios were available from Manitoba Education, Training and Youth, but pupil-teacher ratios are invariably smaller than class sizes and do not provide an accurate description of the actual numbers of students for whom teachers are directly responsible on a daily basis. Furthermore, class composition, that is, the make-up of each classroom in terms of students' abilities, skills, interests, strengths, and needs required consideration.

Definition of Terms

Class Size

the actual number of students in the classroom

Composition

the make-up of each classroom in terms of students' abilities, skills, interests, strengths and needs

Pupil-teacher Ratio

an indicator of the number of students per teacher, typically including classroom teachers, principals, resource teachers, guidance counsellors, special education teachers and librarians

As a result, in May 2001, the Commission asked all public school teachers of Kindergarten to Grade 6 students to complete a profile on class size and on those aspects of class composition that most affected their daily work in their classrooms (Appendix B). Approximately 6,800 classroom and speciality teachers, such as art, music, physical education and resource teachers, in 586 schools received the profiles. Responses were received from 4,892 teachers in 521 schools.

In November 2001, 1,408 Grade 7 to Senior 4 teachers from a sample of 92 Manitoba public schools were asked to complete a profile on class size and composition (Appendix C). Responses were received from 927 teachers in 75 schools.

A Public Discussion Paper on Class Size and Composition

A public discussion paper on class size and composition (Appendix D) was prepared to help support discussions at the consultation sessions and make the research on class size available as widely as possible. In September 2001, prior to the start of the consultation process, approximately 3,500 documents were distributed to school board offices, schools, parent councils, educational organizations and other interested individuals, groups and organizations. The discussion paper was also made available on Manitoba Education, Training, and Youth's website.

Province-wide Consultation Process

Over 385 parents, teachers, administrators, school trustees, students, and representatives of educational associations and civic organizations attended the nine consultation sessions that were scheduled across the province in Thompson, Cranberry Portage, Dauphin, Brandon, Carman, and Winnipeg.

Consultation sessions were not intended to be formal public hearings where individuals and organizations presented briefs. Rather, sessions were organized to support broad discussions and an exchange of views on issues related to class size and composition. The sessions helped the Commission identify core values, key themes and the unique perspectives and circumstances of local school communities and regions across Manitoba.

Formal Written Submissions

The Commission invited interested individuals, groups and organizations to make submissions in either written or electronic form. Guidelines for the submissions were outlined in the public discussion paper. The initial deadline for submissions was November 6, 2001. Upon request, extensions were given to November 13, 2001. The Commission received 60 submissions.

School Visits and Student Feedback

The Commission made several visits to public schools, including Meadows and King George Schools in Brandon School Division No. 40, R. D. Parker Collegiate in Mystery Lake School District No. 2355 and Niji Mahkwa, David Livingstone, William Whyte, and Dufferin Schools in Winnipeg School Division No. 1. Student input on class size and composition issues was also obtained during two student consultation sessions scheduled at Maples Collegiate in Seven Oaks School Division No. 10 and R. D. Parker Collegiate in Thompson.

Visit to England

During a visit to England, and through arrangements initiated by the Manitoba Deputy Minister of Education, Training and Youth and Advanced Education, the Commissioner met with three officials who have been involved in a class size reduction project at the infant school level in Great Britain: Dr. John Cove, who was initially responsible for the class size reduction program; Mrs. Iris Baker, the Ministry of Education and Employment staff person who was able to provide comprehensive data[1] on the implementation of the program; and Dr. Peter Blatchford, a professor in the Faculty of Education at the University of London, who provided assistance on the implications of the program's initiation.

Essentially, from 1997 to 2001, class sizes in state-operated infant schools in Great Britain were reduced to the point that no class now exceeds 30 students.

The proportion of students in infant classes over 30 has fallen from 29 per cent in January 1997 and 1998 and 11 per cent in January 2000 to 2 per cent in 2001. There are 449,000 fewer students in classes over 30 than in 1998, and 140,000 fewer than in 2000. There were 485,000 students in classes over 30 in 1998, 177,000 in January 2000 and 36,000 in January 2001[2].

The initiative, including costs of necessary school construction, was funded by the National Government, with no additional costs funded by the Local Education Authority. During that time, additional new teachers[3] were trained, and a schools of choice policy maintained. In the opinion of Dr. Blatchford, the emphasis in reducing infant class sizes was on "prevention rather than mediation". While there may be varying opinions on effectiveness and equity issues, in particular since composition appears not to have had prime consideration, and certainly in relation to the number 30, the fact that this was a phased-in approach is noteworthy.

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[1] This data is available from the Research and Planning Branch, Manitoba Education, Training and Youth and Advanced Education.

[2] News Release, Department for Education and Employment, April 6, 2001.

[3] However, an article in the Sunday Times, August 19, 2001, "Teacher shortfall 'will last for years'" suggests that the Labour government's pledge of 10,000 extra teachers in schools within three years will not be easily met.

In fulfilling its terms of reference, the Commission was guided by the desire to ensure the best possible learning experiences, outcomes and social relationships for students. An important component of that work was considering the impact of class size and composition on teacher working conditions, which have an impact on student learning opportunities. Through the course of its work, the Commission encountered divergent opinions on how best to address the complex issues related to class size and composition. There was general acknowledgement that educational provision is a compromise between the ideal and available resources, but can always be improved. More importantly, Manitobans expressed a common desire and commitment to raise the quality of educational experiences and outcomes for all students.

CHAPTER TWO

SUMMARY REPORT ON THE PUBLIC CONSULTATIONS

BACKGROUND

As part of the Commission on Class Size and Composition's terms of reference, nine public consultation sessions were held across the province between September 27 and November 6, 2001. Consultations occurred in Thompson, Cranberry Portage, Dauphin, Brandon, Carman, and Winnipeg. Over 385 individuals participated in the sessions. Participants represented a variety of educational perspectives and included trustees, superintendents and other school division and district administrators, principals and vice-principals, teachers, paraprofessionals, civic officials, parents, and representatives from educational associations. Table 1 provides a summary of participation at each of the consultation sessions.

TABLE 1

[illegible]

Location	Date and Time		No. of Participants
Thompson	September 27, 2001	7:00 p.m. to 9:30 p.m.	24
Cranberry Portage	September 29, 2001	10:00 a.m. to 12:30 p.m.	15
Dauphin	October 11, 2001	7:00 p.m. to 9:30 p.m.	72
Brandon	October 13, 2001	9:00 a.m. to 12:00 p.m.	30
Brandon	October 13, 2001	1:30 p.m. to 4:30 p.m.	22
Carman	October 25, 2001	7:00 p.m. to 9:30 p.m.	72
Winnipeg	November 3, 2001	9:00 a.m. to 12:00 p.m.	42
Winnipeg	November 3, 2001	1:30 p.m. to 4:30 p.m.	39
Winnipeg	November 6, 2001	7:00 p.m. to 9:30 p.m.	74
		Total	390

Source: Commission on Class Size and Composition

CONSULTATION PROCESS

The Commissioner began each session with an overview of the Commission's mandate and purpose. The facilitators reviewed the agenda and provided participants with an overview of how each session was to flow. After these instructions, participants were divided into small groups for discussion. Each group was asked to appoint a leader to focus the discussion and ensure that all group members were able to participate. A recorder was asked to take notes during the small group discussions and to summarize each group's key points and recommendations to the Commissioner.

Following a short break, a member from each group was asked to present to all those assembled the key points of his or her group's discussion and its recommendations to the Commissioner. The consultation session ended with a summary and closing remarks by the Commissioner.

QUESTIONS FOR CONSIDERATION

Participants were asked to share issues and thoughts about class size and composition during small group discussions. In order to begin and focus the discussions, participants were asked to review a case study and the Questions for Consideration that had been included in the agenda packages and the public discussion paper. The Questions for Consideration were:

- What are the implications for class size and composition for the students and teacher in this case study?
- What are the implications for class size when classes contain more than one grade?
- Is there an optimal class size that could balance student achievement, social development, and teacher working conditions? If yes, what would that size or range be? How might it vary by grade level or subject area?
- Could reduction of class size have an impact on the social development of students?
- Could reduction of class size have an impact on teacher recruitment and retention?
- Is there a greater need for class size reduction in some schools rather than in others?
- There are various ways in which class size and composition issues can be addressed: by school board policy; through discussion in individual schools; by provincial policy and guidelines; and, through collective agreements between teachers and school boards. What are the advantages and disadvantages of each option?
- How could government, school boards, administrators, teachers, and parents work collaboratively to address class size and composition issues at the local classroom level?
- How could class size reduction be funded?
- What advice would you give the Commission in making recommendations on class size and composition?

The Questions for Consideration were intended as a starting point or framework for discussion. The discussion groups were not required to focus exclusively on these questions, nor did they discuss all those listed above.

The consultation sessions in Thompson and Cranberry Portage were facilitated by the Manager of Education Relations, Manitoba Education, Training and Youth and Advanced Education. The remaining seven sessions were facilitated by ProActive Information Services Inc., which has prepared the following provincial summary of the public consultations with the use of supporting notes from the northern sessions.

Quotations are cited throughout the discussion that follows in order to provide the reader with a better flavour of participant perspectives.

KEY POINTS OF DISCUSSION

Class Composition

Irrespective of location, participants believed that class composition was more critical to student learning than class size: *Class size depends on the children's* [needs and abilities], *not just the amount in the class.* Composition was seen as the key factor determining educational needs in the classroom: *Composition is everything. In many ways, it is more important than class size.* Participants agreed that meeting the varied needs of students was the true challenge in the classroom and reiterated that discussions on class size should focus on student needs: *Decisions need to be made in the best interest of students. Children are the bottom line.*

Participants believed that creating guidelines for class composition was not possible, as they would not be flexible enough to ensure equity in all situations. Furthermore, participants expressed concern that provincial regulations governing class composition would lead to the "labeling" of students.

Regional Differences

Three distinct voices emerged from consultations across the province—a northern voice, a rural voice in southern Manitoba, and an urban voice from Winnipeg. Participants suggested a variety of realities influenced the educational needs of students. These included social and physical circumstances as well as issues relating to access such as geographic location and transportation. Participants argued that *a legislative approach would not deal with the variance across the province.*

Participants expressed concern that provincial guidelines on class size would adversely affect rural schools. Just as provincial policy could identify classes which are too large, it could also prompt the combination of small classes in order to meet mandated guidelines. Rural residents feared that this type of policy would lead to closure of smaller schools: *If the enrolment doesn't meet the mandated numbers, what then? Will we lose our small schools?* Concerns surrounding transportation issues were more acute in rural areas. Participants believed that students would have to be transported out of their home communities if class size guidelines come into effect.

Conversely, Winnipeg participants expressed concern about large class sizes. Urban educators advocated for a provincially mandated cap on class size, although specific recommendations varied from group to group. Some Winnipeg participants wanted a provincially-mandated cap on class size, stressing that the cap should be *an upper limit.* This approach was seen as providing individual school divisions and districts with the autonomy to respond to local needs, with the needed flexibility to respond to particular school, programming, or classroom needs.

Participants in the Thompson and Cranberry Portage consultations stressed that there were *a disproportionate number of needy children in the North.* As a result, *any policy on class size and composition should consider the special circumstances in the North and should be different than the South.*

Programming Needs

Participants emphasized that program needs will impact on class size decisions. French-speaking participants highlighted the unique situation of students working in a second language, particularly those in immersion or in the « *phase d'accueil* » within the Division scolaire franco-manitobaine n° 49. These classes were described as having *« des stresses additionnels… pas juste enseigner/apprendre la matière mais aussi une deuxième langue »* (*additional stresses of not just teaching/learning the subject matter but also a second language*). Participants felt that these *stresses* need to be taken into consideration when considering provincial guidelines on class size and composition.

Ideal Class Size

While participants were reluctant to cite specific class size numbers, they agreed that class sizes should be lower at the early years. Lower class size in early years was thought to *positively impact social development*, and allow teachers to better *focus on essential skills outcomes in the early years.* However, participants cautioned that all class size decisions *were dependent upon composition.*

Specialized secondary courses, particularly in technical and vocational education, were seen as requiring smaller class sizes for the purposes of safety.

Local Autonomy

The need for local autonomy to determine class size and composition was voiced at all public consultation sessions. There was a belief that local school boards should retain *the flexibility to deal with local issues and programs.* Participants strongly emphasized the need to have class size and composition questions dealt with on a local level: *Give us the tools and we can finish the job.* It was argued that regional differences in Manitoba are such that participants questioned whether or not it is realistic to have provincial guidelines.

Composition was emphasized as having the strongest impact on teaching/learning within the classroom. As a result of the importance placed on composition, participants, regardless of location, stressed the need to maintain local autonomy over class size and composition decisions.

Parental involvement in school decisions about class size and composition was seen as crucial to providing optimal learning environments. The role of parents in determining class size and composition decisions was a cooperative one with local schools and divisions. Parents work with schools and divisions to determine what best meets the needs of students.

Financial Considerations

Participants believed discussions surrounding class size and composition cannot be separated from financial considerations. As noted in one group and reinforced in all consultations, *you can't really separate funding and facilities from class size and composition.* Participants strongly believed the province must adequately fund any guidelines it prescribes. Participants further urged the Commission to *provide adequate funding to all good choices to be made regarding class size.* It was repeated throughout the consultations that there is a need for provincial education funding to return to the 80 per cent level.

Participants reminded the Commission that schools are dealing with more varied social and health issues than ever before. As a result, more financial coordination among government departments was stressed. This was seen as allowing schools to access resources from other provincial departments such as Justice, Health, and Family Services. Increasing the tax burden of property owners was not viewed a viable way to fund class size and composition solutions.

Spatial Considerations

The Commission was reminded that spatial considerations should also be taken into account when making decisions regarding class size. It was argued that space needed in schools varies according to program. For example, there are different needs for younger students as well as for science laboratories, computer laboratories, and vocational programs. These varied issues were voiced by participants to emphasize the need for local determination of class size requirements.

Teacher Workload

While much of the discussion during public consultations centred on *what is best for students*, consideration was also given to working conditions within the classroom. Participants emphasized that issues which impact teacher wellness also affect students' optimal learning. It was argued that increased teacher-student ratios in classrooms create more challenges for assessment and classroom management.

While educators, trustees, and parents agreed that large class size was a stressor for teachers, they also acknowledged that composition impacted on teachers' workload. Teachers were described as *feeling overloaded… trying to survive while feeling inefficient and unable to* *meet students' needs*. The need for teachers to coordinate paraprofessionals' work with special needs students was also highlighted as increasing teacher workload. In addition, educators mentioned that composition was a more significant factor in considering teacher workload, stress on the job, and teacher recruitment and retention.

Educating the Public

Educators stated that the public needs more information about class size and composition issues such as the formula used for calculating teacher student ratios. There was a belief that *the public doesn't know that adult/child ratio (the pupil-teacher ratio) is not class size ratio. More information about this is needed.*

Participants mentioned that *education is seen as a cost and a tax concern rather than an investment*. Increased information regarding the benefits of investing in education was seen as alleviating public concern about the cost of quality education.

ADVICE TO THE COMMISSIONER

Guidelines

The majority of those who attended public consultations across Manitoba did not want provincial guidelines governing class size. Because composition was emphasized as *the big issue*, participants felt that legislation could never have enough flexibility to incorporate all composition concerns. As a result, most felt that *there is no magic number*.

Conversely, some participants in the Winnipeg sessions favoured an upper level cap on class size. Nevertheless, these individuals stressed any guidelines governing the upper limits of class size must be flexible enough to allow for local exceptions.

Local Control

Most participants felt that local school divisions and districts were in a better position to respond to class size and composition issues in a timely and appropriate way: *We need made-at-home solutions.*

Lower Number at Early Years

Most participants, regardless of location, did not want to see rigid guidelines governing class size and composition. Participants in the public consultations agreed that class sizes should be kept smaller in the early years for a variety of reasons: *ease of acclimatization to school culture*; *allowing for early identification of educational difficulties*; and, *increased individual attention.*

Class Size—An Educational Issue, Not a Labour Issue

Across the province, participants stressed that decisions regarding class size and composition should focus on students' needs. Participants recommended that class size and composition should not be viewed as a labour issue subject to arbitration under collective agreements. In addition, participants felt that *placing class size and composition within collective agreements would remove all flexibility*, and was contrary to their desire for local control in making class size and composition decisions.

IN CONCLUSION

Although subtle differences were expressed across Manitoba, the majority of those consulted viewed composition as a more significant factor than class size in influencing student learning and teacher working conditions.

As a result, the majority voice did not advocate for provincial guidelines governing class size and composition. Participants would like decision-making regarding class size and composition to remain at the local level.

Finally, discussions surrounding class size and composition were viewed as an educational rather than a labour issue, with participants urging the province to focus on meeting the educational needs of students.

CHAPTER THREE

SUMMARY REPORT ON THE WRITTEN SUBMISSIONS

BACKGROUND

The Commission received 60 written submission from educational associations, school boards, parent councils, civic organizations, and individual parents, teachers, administrators and community members in print or electronic form. Table 2 outlines the number of submissions forwarded to the Commission by various individuals, groups and organizations.

TABLE 2

[illegible]

Types of Organizations or Groups	Number of Submissions
School boards/School divisions and districts	25
Individuals (*e.g.*, administrators, parents, teachers, community members)	12
Educational associations	11
Parent councils	8
Civic organizations (*e.g.*, rural municipalities, town councils)	4
Total	60

Source: Commission on Class Size and Composition

Each submission received by the Commission was reviewed by the Commissioner and analyzed on the basis of key themes/content areas that were addressed. Many of these themes are linked or interconnected. Table 3 outlines the number of submissions that addressed each of the key themes or content areas.

TABLE 3

[illegible]

Key Theme/Content Area	Number of Submissions by Theme
Class size	39
Composition	34
Policy/Guidelines on class size	29
Collective bargaining	23
Staffing requirements	16
Classroom space/facilities	16
Financial implications/Funding considerations	28
Other related issues (*e.g.*, small schools, combination classes, need for research)	27
Advice/Recommendations to the Commission	42

Source: Commission on Class Size and Composition

The following summary is intended to provide an overview of the prevalent opinions as well as the range and depth of views expressed in the submissions. Excerpts from submissions are provided in italics and intended to offer readers an appreciation of the views that were expressed to the Commission.

CLASS SIZE

The submissions expressed a diverse range of opinions and positions on the topic of class size, offering different interpretations of the class size research. Several submissions suggested the research was definitive; other submissions indicated that it was inconclusive.

A number of submissions cited research that supported the benefits of smaller classes. These benefits included increased individual attention and instruction, more time spent on teaching than on discipline and classroom management, increased social development for students, and improved teacher morale.

> *Teachers who have smaller numbers of students are in a better position to see that all students become successful readers and writers. Teachers with smaller numbers of students are better able to address the social and behavioural needs which so severely affect some students' ability to learn.*
>
> *Small class size enables all students to reach their potential, and the optimum class size for any class and level is directly related to the composition of that class.*
>
> *Working and learning conditions improve vastly when class size and composition are kept at manageable levels. Stronger ties with peers and staffs can occur with smaller classes; personal connections. Good working conditions for teachers mean good learning conditions for students.*

Several submissions, in contrast, indicated that class size was not a decisive factor in classroom success and that other interventions were more cost effective in improving student outcomes.

> *The research seems to indicate that class size alone will not achieve the desired improvement in student learning. The way the teacher teaches is also important.*
>
> *The number of students in the classroom is only one factor related to student outcomes; qualifications and professional development of teachers are others.*
>
> *Other alternatives such as peer tutoring programs, the use of parent volunteers and one-on-one pullout programs may be in fact more cost-effective ways to improve the classroom environment.*

Several school divisions noted that as a matter of practice they attempt to keep classes smaller in the early years.

> *We have made a commitment to put resources where possible at the earliest grade levels (divisor of 17). We split our Kindergartens into 2 classes if numbers go over 25. In grades Kindergarten to 3 our largest class is 22 students. We try to support multi-grade teachers either with smaller class sizes or teacher assistants in the classroom.*
>
> *In our division we have tried to have elementary classes range from 15 to 24 and as a matter of practice classes in elementary school never exceed 30 students.*

The research on class size was considered more comprehensive and conclusive in the early years compared to the middle and senior years. A number of submissions suggested that smaller classes appeared more beneficial in the early years, particularly for students from lower socio-economic or disadvantaged communities.

> *The research on class size is fairly comprehensive at the early years, but appears to be somewhat lacking at Middle and Senior Years. This factor alone weakens any desire for full-scale initiatives beyond Grade 4.*
>
> *Support in early years education makes real differences in students' lives and is a predictor of school success.*
>
> *Improvements in student achievement seem to be inconsistent in terms of the relationships with other factors and the level of parental support. Students facing socio-economic challenges seem to realize more noticeable improvements than students who do not face these circumstances.*
>
> *Investment in class size reduction must be directed to schools and classrooms that benefit most, such as those serving students at greater risk.*

CLASS COMPOSITION

Consistent with the consultation sessions, class composition was considered to be as significant a factor if not more significant than class size in influencing the quality of student learning experiences and teacher working conditions.

> *Class composition is at least as important as class numbers in promoting classroom success. A more significant problem than class size is the presence of so many students who desperately need additional classroom support.*
>
> *We believe that class composition is a more critical issue than class size. Many initiatives have come home with a large cost, especially in the area of special education.*

The increasing demands and expectations placed on teachers to attend to a wide range of student needs including social, medical and family needs were noted in several submissions.

> *Students' needs have changed dramatically due to societal and cultural value demands. The family structure has evolved affecting the interaction of members and their relationships, resulting in students with a wider range of emotional, physical, social, intellectual, and behavioural requirements. The ability of teachers to maintain control over behaviour issues effectively is reduced with higher student numbers. Quantity resource needs do not supersede quality resource needs.*
>
> *I know of many teachers who express a great sense of frustration and often feel overwhelmed by these expectations.*
>
> *Increasingly evident in the composition pressures are the significant changes being experienced by staff as students reflect an exponential increase in social, emotional, physical and intellectual differences.*

Students with special needs were seen to require more individual attention and supports and to pose greater workload pressures. A number of submissions called for lower class sizes, particularly for those classes with identified special needs students. Furthermore, the provision of funding and other types of supports for students with special needs needed to be enhanced.

> *Where identified special education students are integrated into regular classrooms, these classes must be smaller so that the needs of all students can be met.*
>
> *It is important that any recommendation regarding class size and composition include a recommendation regarding the number of special needs students in one class. One way to do this would be to designate a weighting for students with special needs such as one special needs student be equal to three regular students.*
>
> *A limit should be placed on the number of special needs students in any one classroom. Special needs funding should be increased to allow for at least one teacher assistant in any classroom that includes special needs students. A teacher assistant should be funded for each classroom. Block funding for Level 1 students is not sufficient to provide adequate help in the classroom.*

Many submissions indicated that it was difficult to conceive of a policy on class composition given the diversity of student needs across classrooms and schools. Students would be best served with policies and practices originating at the local level.

> *Class composition cannot be realistically mandated because of the diversity of student needs. School divisions, schools and classrooms must be driven by student needs and local circumstances, without restriction or legislation or arbitration that does not take into account local learning needs.*
>
> *The issue of class composition is an educational nightmare. Will a standard provincial policy outlining student make-up be truly feasible? We have the financial factor of such an implementation, but how do we decide without labelling or segregation?*
>
> *Currently, we consider composition on a school and even class by class basis. If it is difficult to find a suitable formula for divisional application, how will it be possible to determine a uniform solution provincially?*
>
> *If Manitoba Education, Training and Youth is indeed committed to foster inclusion for all people then there will need to be a scrutiny of policy and procedure to ensure that there is not a conflict in the stated beliefs and what the Commission may recommend. For example, if in a small school there are students identified with individual needs and the guidelines for class composition (which has been negotiated in contract or imposed by legislation) do not provide the opportunity for all students to be accommodated in the only class of peers in the school, is there not then a conflict?*

Still, several submissions advocated the need for some type of process to make class size and composition judgements when there are many different needs in a classroom.

> *What often seems to happen is that the teacher recognizes a problem, tells the principal who tells the superintendent and perhaps the concern is acknowledged and addressed. There are many other factors which impinge on objective, child centered judgements at each level, not least of which are the negotiating skills of one person to the next highest in the hierarchy. In reality some factors may be valid, others not. Without some third party intervention, it is difficult to reach a solution, while not fully satisfactory to all, is seen as being fair.*

PROVINCIAL POLICY/ GUIDELINES ON CLASS SIZE

The majority of submissions were opposed to an across the board provincial policy on class size. The introduction of a provincial policy was seen to impact on local autonomy, compromise the flexibility needed at the local level to manage resources and meet the needs of all students as effectively and efficiently as possible.

> *Decisions are best made at the local level so local circumstances, creativity and flexibility can be factored into the process.*
>
> *The diversity of students in the classroom as well as the diversity among schools and school divisions means there is no single solution to the issue of class size. The government needs to support local school divisions in their attempts to provide optimal conditions for the educational, social and emotional development of students. We feel that flexibility to manage class size and composition must remain at a local level.*
>
> *Conscious attempts to reduce class size must be considered but we believe policy would limit rather than extend the possibilities. Such policy would commit us to make decisions based on absolute numbers rather than children's needs—intellectual, emotional, social, and spiritual.*
>
> *I believe reduced class size is a noble objective, but not at the expense of neighbourhood schools. I would be very sorry to see a definite class size set out by the government which would result in students being bussed out of their neighbourhood because there is no space for them.*

In contrast, several submissions indicated that a provincial policy on class size was necessary.

> *Class size issues must be tackled on a provincial scope rather than be left to individual boards. There should be no difference in the quality of available educational opportunities based on regionalism.*
>
> *Split classes should have lower maximums due to heightened student needs. Much more critical for Immersion/French language programs since language upgrading is often necessary. There should be a maximum of 20 students for Kindergarten to Grade 4, a maximum of 17 students for split classes. A maximum of 23 students in cases of Grades 5 to 8 and a maximum of 27 students for Senior 1 to Senior 4, 25 students if the senior level classes are split.*

In several cases, guidelines were considered more preferable than provincial policy because guidelines were seen to be less rigid, allowing for the flexibility considered necessary to accommodate local circumstances.

> *Guidelines for lower maximum optimum class size need to be established; however, a province-wide mandate may not be the ideal solution. A province-wide standard for a maximum class size does not allow for any flexibility or discrepancy in the education system. It is important that individual schools have the ability to be responsive to changes in enrollment, special needs, curriculum and programming. Class composition must be considered as an important factor when determining maximum numbers of students and guidelines regarding composition within that number need to be established.*
>
> *It is our recommendation that the province direct school divisions to establish guidelines for professional staff allocations, guidelines based on sound research.*

COLLECTIVE BARGAINING

Collective bargaining is generally seen as a union negotiating with the employer for salary, benefits and working conditions for its member employees. Bill 42 provided for binding arbitration without strike or lockout for settling collective bargaining disputes between teachers and school boards. When either party declares an "impasse" because a negotiated agreement on some or all contract items cannot be reached, a third party, an arbitrator, is brought in to settle the dispute. To include class size and composition as a negotiable and arbitrable item could mean that, should an impasse in negotiations occur, an arbitrator could establish class size limits, and both parties must abide by the arbitrator's decision.

A number of submissions expressed a strong opposition to making class size and composition subject to negotiation and arbitration, citing a variety of reasons for their positions. Placing class size and composition within the collective bargaining process was seen to increase local expenditures and compromise the flexibility of school divisions and districts to meet the learning needs of students and manage resources.

> *Class size and composition are among the fundamental determinants of students' educational success. Everyone who has a stake or interest in that success should have an opportunity to influence local practices in these important areas. This includes parents and the broader community as well as educators and school boards.*
>
> *While arbitrators can generally be described as responsible and judicious, they are not accountable to the electorate for the acquisition of funding.*

> *It is imperative that the Public Schools Act be amended to legislate an ongoing prohibition of referring matters related to class size and composition to arbitration. If class size and composition is mandated or arbitrated, the taxpayers of our divisions may be unable to bear the increased costs of salaries, benefits, supplies, and potential school construction.*
>
> *Many variables impact on decisions related to the class size and composition of classes. Currently, boards are able to consider all variables in making these decisions. If the main determinant suddenly becomes one imposed by an arbitration ruling on the collective agreement between teacher association and board, all other determinants become less influential even though they are of similar importance.*

In several cases, the history of the relationships among the divisions and districts and local teacher associations were characterized as positive, raising concerns that the arbitration of class size and composition would undermine that positive relationship.

> *Issues and challenges are typically identified and resolved in a professional and cooperative problem-solving manner.*

Nevertheless, as class size and composition were considered important factors in teacher working conditions, there was support for class size and composition to be a negotiated and arbitrated item within the collective bargaining process.

> *Collective bargaining assures a balance between economic realities and the promise of a quality education for all students.*
>
> *Class size and composition are primary factors about a teacher's working environment and therefore the negotiation table is the appropriate arena.*
>
> *Since arbitration is in effect a continuation of the collective bargaining process, the fairness and integrity of that process is undermined if some issues are negotiable but not arbitrable. The inability to take a disputed item to arbitration effectively means that there is no ability to negotiate it. Fairness can only be achieved through open-scope bargaining that includes class size and composition as negotiable items.*

STAFFING REQUIREMENTS

A provincial policy on class size and composition was seen to have a significant impact on the staffing requirements of schools, resulting in considerable increases to divisional budgets. One parent council indicated that altering staff in smaller rural schools to address class size limits could mean reductions in other course options, thereby possibly affecting the career choices of some students.

Several submissions suggested that staffing requirements resulting from class size limits would be affected by teacher supply and demand. In some regions of the province and in some subject areas and school programs such as French Immersion, several school boards reported facing increasing difficulties recruiting and retaining staff. The author of one submission suggested that

> *...adding a fifth year to teacher preparation is untimely and will not only exacerbate the supply problems but also add considerable cost to staffing due to a class 5 initial entry on the salary scale across the province.*

Several submissions commented that it was important to attend to teacher supply before attempting to implement a policy on class size and composition.

> *To put competent teachers in classrooms will require a long-term strategy that does not exist.*

The persistence of large classes, however, as was expressed in several submissions, would have a negative impact on teacher recruitment and retention, *as young teachers would not want to work under such conditions.*

> *Situations where class size is too great and class composition not balanced in an educationally sound way aren't favourable working environments to people wanting to enter the world of teaching.*

Several submissions suggested that teacher assistant support be provided to classrooms. Another submission indicated that while teaching assistants could be a valuable addition to a classroom, they were not a solution to larger class sizes. *The answer of adding teaching assistants to larger classes*, one submission noted, *is not a suitable response. The ability of a classroom to hold bodies is limited.* There were also calls for improved professional development opportunities for teacher assistants to learn how to deal with discipline and behaviour concerns.

FACILITIES TO ACCOMMODATE CLASS SIZE

A provincial policy stipulating maximum class size limits was seen to have an impact on the number of classrooms required for regular instruction.

> *To implement a class size ratio of 17, 14 new classrooms at an approximate cost of $100,000 per classroom would be $1,400,000.*
>
> *Hidden construction costs are associated with policies affecting class size and composition. There is a significant lag time between requests and construction.*

Several submissions expressed a concern that the need for additional classrooms required for regular instruction might have a negative impact on other programs or facilities.

> *How will the Commission address reduction in space for auxiliary programs (computer labs, science labs, resource, counselling)?*

There was also a recognition on the part of several submissions that current expectations and recent developments in educational practice have implications for classroom space.

> *Today's classrooms are active and engaged with students working in groups, learning centres are placed throughout the room, pods of computer learning stations are present and many activities include a hands-on component. As class size increases, the ability to deliver this type of education, which is promoted through the department's curricula becomes increasingly difficult to deliver.*

The need to re-examine the number of students for labs, particularly in relation to student safety, was also expressed.

> *Should the numbers for science laboratories be re-examined? At one time there were lab technicians who could help in safety factors. As a group their numbers have been reduced. In increasingly complex "shops" situations, are the number of students in a shop still valid?*

FINANCIAL IMPLICATIONS/ FUNDING CONSIDERATIONS

A number of submissions indicated any provincial policy on class size and composition would increase the need for additional teachers and classroom space, thereby increasing educational expenditures at the expense of local taxpayers.

> *Given the state of the economy and the government's reluctance to infuse additional funds into the education system, I agree that allowing a cap on class size will only place more of a tax burden on local ratepayers.*

Several submissions suggested that while there were undeniable benefits to smaller classes, these benefits came with significant costs.

> *There is little question that smaller class sizes can result in improved outcomes for students and therefore for society. The problem lies in funding and implementing solutions that are possible in today's world with today's finances.*
>
> *The study on a class size and composition will be invaluable but we submit that it should be cognizant of the realities of finite resources and the ability of individual rate payers and the community to finance new initiatives.*

> *Who pays? When governments or arbitrators impose conditions on school divisions these conditions are rarely accompanied with additional funds. It places the division in the position of appearing to oppose an ideal when in fact we simply cannot afford to respond at that point in time.*

Several submissions expressed doubts as to whether a provincial class size policy represented the best way to commit what they saw to be scarce resources. Furthermore, any costs associated with a mandated provincial policy on class size and composition was considered the responsibility of the provincial government.

> *Money would be better employed elsewhere than mandating a ceiling on class size. The mandating of lowered class size numbers would entail a very substantial increase in educational expenditures in Manitoba.*
>
> *Is this the best use of taxpayer monies when research clearly indicates that there are no significant changes in student learning outcomes?*
>
> *The evidence in the research suggest that improved staff development, particularly in the areas of differentiated instruction, multiple learning styles and classroom management may in fact have a more direct impact on student learning in the classroom than class size itself.*
>
> *Whether the Commission's recommendations include setting a provincial guideline for class size or leaving the issue to local bargaining, provincial support, either directly or through a significantly revised education funding formula is necessary. Costs for class size reduction and appropriate funding for class composition should be the responsibility of the provincial government not local school boards.*
>
> *Provincial funding should be available to cover the full implementation costs of any such initiatives. The most obvious costs of adopting a policy is the cost of hiring additional teachers. There are also classroom costs and costs for furniture, fixtures, utilities, and TRAF contributions by the government for additional staff.*

At the same time, the Commission was urged to consider the value of investing in education above the issue of costs.

> *While there is undoubtedly great pressure on school boards to keep taxes low to satisfy rate payers, the question of investment in education is far more than the cost. Addressing the fiscal priorities of governments and local school boards and not paying attention to class size and composition is a solution over the short term. The costs associated with maintaining small classes*

> *and better working conditions will be outweighed by the benefits and cost-saving related to improved educational attainment and its spin-offs.*

Increased provincial education funding was also advocated.

> *The amount of fiscal resources directed towards quality public education needs to be increased. This could allow for schools to provide reasonable class sizes, address special needs and provide an improved quality of workplace for educators.*

> *Somewhere in all these considerations is the final governing factor—money. Even if these changes are minor there has to be an examination of funding. The ability of school divisions to raise revenues varies so much that great inequities exist where a major source of revenue is based on the special levy. Changes have to be made, or at least recommended, that the provincial treasury provide at least 80 per cent of operating expenses. The inequities produced by the reliance on the special levy have to be reduced.*

> *Provincial funding must be returned to its former higher levels. This would provide school boards with the means to make more thoughtful and valued decisions that would address large classes and composition of those classes.*

OTHER RELEVANT COMMENTS

A number of submissions identified several common issues related to class size and composition. These issues included the unique aspects of small schools, particularly those serving remote or isolated communities, combination or split classes and the need for more comprehensive information and research on class size and composition issues.

Small Schools

Several submissions expressed the concern that a provincial policy on class size and composition, particularly the imposition of minimum class size limits, would have a detrimental impact on student learning and the viability of small schools.

> *As a rural school there are many factors that are unique to our school in comparison to an urban area. Issues such as transporting students to schools outside of their catchment area, all have potentially negative effects on student learning.*

> *When boards consider the overall well-being of children, allowing them to attend school as close to home as possible is extremely important and valued. On occasion and taken out of context, the class size or composition may not appear to be ideal when in fact the learning environment is exceptional. The ultimate effect, we believe, will be the consolidation of schools.*

Combination/Split Classes

Combination/split classes are classes in which teachers instruct students from two or more adjacent grade levels. A number of submissions wanted the Commission to keep in mind the preponderance of combination classes in Manitoba, particularly rural Manitoba, because of the demands they place on teachers' workloads.

> *Split classes should have lower maximums due to heightened student needs.*
>
> *In classes with split grades it is even more important for the teacher-student ratio to be one in which the students get the needed individual attention.*
>
> *Even in large schools there are many classrooms with combined grades and that will continue, but it may have to be with a smaller number and certainly with some increased professional development on how to teach such a class. If multi-grade classrooms are to be part of the solution rather than exaggerating the problem of numbers they need to be well-planned deliberate actions not simply administrative conveniences.*

Comprehensive Information and Research on Class Size and Composition

A number of submissions highlighted the need for comprehensive information and research on matters related to class size and composition. This included a formal provincial data system on class size as pupil-teacher ratios were considered inadequate for the purpose of informing the public about class size.

> *Pupil-teacher ratios do not function as good tools for informing us about class size because teachers who work as administrators or those who provide instructional support are included in the full-time equivalent teacher count. Provincial and divisional class size numbers should be reported and should be publicly available in Manitoba, as they are in most of the other provinces in Canada.*
>
> *I would suggest that the first recommendation of the Commission on Class Size and Composition be the re-establishment of a Manitoba Education and Training Research Department capably staffed to do research (on class size) and ongoing research within the province.*
>
> *In deliberating your recommendations we ask that you bear in mind that education is in a continuous state of flux and that as we learn more about how students of different ages learn so the system has to utilize that knowledge.*

There is limited research on the effects of class or group composition on the learning conditions or outcomes for the whole group.

ADVICE/RECOMMENDATIONS TO THE COMMISSION

Arbitration and Collective Bargaining

A number of submissions urged the Commission to recommend against referring matters related to class size and composition to arbitration.

> *Every programming situation is unique and these decisions are best made by a local board, not by provincial legislation or collective agreements. The Board strongly urges the Commission to reject any consideration of provincial policy and to exclude class size from negotiation and arbitration in collective agreements.*
>
> *Because definitions change and expand, the issue of class composition should not be arbitrable. The Commission should avoid imposing requirements on school divisions that the provincial government may choose to avoid. Class size and composition should not be negotiable and arbitrable. If the Commission chooses to include these matters then responsibility of implementing the recommendation fall squarely on the shoulders of the provincial government.*

At the same time, several submissions suggested that class size and composition should be a negotiable and arbitrated item within the collective bargaining process.

> *Collective bargaining assures a balance between economic realities and the promise of a quality education for all Manitoba students.*
>
> *A fair and reasonable outcome with regards to class size and composition can be achieved through the process of open-scope bargaining, which includes arbitration as the mechanism for dispute resolution and through provincial legislation prescribing minimum standard requirements. Since arbitration is in effect a continuation of the collective bargaining process, the fairness and integrity of the process is undermined if some issues are negotiable but not arbitrable. The inability to take a disputed item to arbitration effectively means that there is no ability to negotiate it. Fairness can only be achieved through open-scope bargaining that includes class size and composition as negotiable items. There is, however, also a need for legislation respecting a minimum standard requirement for class size and composition.*

Class Size Policy

The majority of submissions advised the Commission against recommending a provincial policy on class size and composition. Local flexibility and autonomy were seen to be essential in order to provide meaningful programming that addressed the diverse learning needs of students.

> *The diversity of students in the classrooms as well as the diversity among schools and divisions means that there is no single solution to the issue of class size. A policy mandated by the government or arbitrated in negotiations is not in the best interest of the students or families that are currently in school.*
>
> *The province is not a homogenous entity based on common circumstances. What is good for the south, may not apply here in the north and likewise east to west. These differences cannot be simply overlooked or lumped together. Set policy is rigid by virtue of trying to meet the needs of many, whereas local flexibility allows for the necessary adjustments which will occur.*
>
> *The issue of class size and composition is a very complex one. These issues are best addressed at the local level in dialogue with all partners and in this way decisions are made in the best interests of our children.*
>
> *Government regulations on class size would treat all school divisions in a similar manner, which would be restrictive in nature. Schools and school divisions have unique needs and class size policies should be kept flexible at the local level. The Commission should leave the decision-making for class size policy to the local school boards.*
>
> *Attempting to resolve issues of class size and composition through policy is somewhat problematic as this responsibility must be shared with teachers, parents, caregivers, and learners.*

Several submissions, however, encouraged the Commission to recommend a provincial policy on class size and composition.

> *Class size can not be left to board policy alone. Boards can change policy with none or only token discussion with parent and teacher committees. Class size issues must be tackled on a provincial scope rather than be left to individual boards.*

In a number of cases, guidelines or strategies to reduce class size in specific circumstances were considered preferable to a provincial policy, thereby allowing the autonomy or flexibility to address individual situations at the local level.

...would recommend that the province consider the provision of general policy guidelines including a philosophical statement concerning class size and composition and allow school boards to establish the specific policies on these issues that would reflect local needs and circumstances and allow for community and staff input and consultation.

Our recommendation is that the province direct school divisions to establish general guidelines for professional staff allocations: guidelines based on sound research.

Research and experience clearly demonstrated that those communities with critical socio-economic challenges require additional support. It is recommended that the province establish criteria as a means of determining an 'at-risk' designation for school communities. These schools should be provided with provincial support over and above basic support so that class size and composition issues may be appropriately addressed.

We envision a program whereby the provincial government, through Manitoba Education, Training and Youth would make available funds that school boards could access, upon successful application, to offset the costs associated with reducing the average sizes of classes in specific grades or schools.

IN CONCLUSION

The benefits of small classes, particularly in the early years and for students from low socio-economic or disadvantaged communities were acknowledged in a large number of submissions. There was also a convergence of opinion that class composition represented a significant factor that could influence the quality of student learning opportunities and teacher working conditions. There was divergence of opinion on how best to address the challenges presented by class size and composition. Provincial policy was considered insensitive to address regional differences and local circumstances. There were strong preferences on the part of many submissions that class size and composition be addressed at the local level.

CHAPTER FOUR

SUMMARY REPORT ON THE CLASS SIZE AND COMPOSITION PROFILES AND STUDENT FEEDBACK

DESIGN AND METHODOLOGY

As stated in the introduction, at the onset of the Commission's work the average class size in Manitoba and class sizes ranges across the province were unknown. Consequently, the Commission developed a class size and composition profile that was intended to obtain a general understanding of class size and composition matters with an appreciation that some of the complexities and subtleties of daily classroom and school life could not be fully captured by the profile. Information obtained from teachers was intended to complement the input received from the public consultation sessions and written submissions. Taken together this information would help the Commission in preparing its recommendations to government.

Kindergarten to Grade 6 Class Size and Composition Profile

The Kindergarten to Grade 6 class size and composition profile was developed with input from representatives of the provincial educational associations to ensure a valid and practical process for obtaining teacher input. Responsibility for the content and format of the profile and the timelines for distribution ultimately rested with the Commission.

Prior to its distribution, the profile with supporting instructions was piloted in several public schools representing northern, rural and urban student populations and community characteristics. Revisions were made to improve the profile and instructions. In May 2001, the Commission distributed class size and composition profiles to approximately 6,800 Kindergarten to Grade 6 teachers in 586 public schools. Profiles were not distributed to independent schools as they were not part of the Commission's mandate.

Teachers were asked to complete the profile during the week of May 28 to June 1, 2001. Given the demands on their work at that time of year, however, teachers were given the opportunity to complete the profile during the first three days of the following week. Classroom teachers, including special education teachers, were asked to complete both the class size and composition sections of the profile. Speciality teachers such as physical education, music, art, Basic French and resource teachers were asked to complete only the section of the profile that related to class composition. The Commission believed that it could obtain a reasonable understanding of class sizes experienced by speciality teachers from the information reported by classroom teachers in their schools.

Grade 7 to Senior 4 Class/Course Size and Composition

In November 2001, a class/course size and composition profile was distributed to 1,408 Grade 7 to Senior 4 teachers from a stratified random sample of 92 public schools. The profile was adapted from the Kindergarten to Grade 6 profile in order to reflect the nature and characteristics of Grade 7 to Senior 4 programming. Due to the diversity of subject areas and course options, the various ways schools serving Grade 7 to Senior 4 students are organized, and the challenges of obtaining and analyzing responses from all classroom teachers, the Commission decided to use a sample of public schools serving Grade 7 to Senior 4 students. The sample reflected factors such as the proportion of teachers and students by regions and grade levels, language of instruction, and the type of school organization (*e.g.*, middle years, junior high, Kindergarten to Senior 4 and Senior 1 to Senior 4 schools). It was intended to provide relevant provincial and regional perspectives.

Response Rates

Teacher participation for both the May and November 2001 class size and composition profiles was voluntary. Teachers, schools and administrators were assured at the outset that no individual teachers, schools or school divisions and districts would be identified in the Commission's final report.

Table 4 and Table 5 provide response rates for the May and November profiles by schools and teachers. The response rate represents the number of schools and teachers who completed the profile divided by the total number eligible or selected in the sample. It is expressed in the form of a percentage. The response rate is one guide to the representativeness of the sample. A good response rate reduces the chances of significant response bias. In all four cases, the Commission obtained strong response rates from schools and teachers.

TABLE 4

Grade Levels	Total Number of Eligible Schools	Total Number of Responding Schools	Response Rate
Kindergarten to Grade 6	586	521	89%
Grade 7 to Senior 4	92	75	81%

Source: Commission on Class Size and Composition

TABLE 5

Grade Levels	Total Number of Eligible Teachers	Total Number of Responding Teachers	Response Rate
Kindergarten to Grade 6	6852	4892	71%
Grade 7 to Senior 4	1408	927	66%

Source: Commission on Class Size and Composition

Cautions Interpreting Class Size Results

The information collected by the Commission was substantive. Not all the data can be included in the report. The information presented here is intended to provide a general and pragmatic description of class size and composition issues at the provincial level. There are several cautions to be observed in interpreting the results due to the possibility of sampling and non-sampling errors such as ambiguous answers being given to questions, coding, data entry and processing errors. The profile was developed and piloted to reduce as much as possible ambiguous answers. It was not possible to follow-up on ambiguous responses. Considerable care was taken to eliminate errors and ensure the statistical integrity of the data.

RESULTS: CLASS SIZE IN MANITOBA FOR KINDERGARTEN TO GRADE 6

Class Size

The frequency and percentage distributions of Kindergarten to Grade 6 class sizes in Manitoba are provided in Table 6 and Figure 1. Based on the information reported in May 2001 by 3,876 teachers in 4,113 classrooms[6], the average class size was 21.7 students. Nearly 44 per cent of the classrooms reported class sizes between 21 and 25 students. Slightly over 35 per cent of classrooms reported classes of 20 students or less. Approximately 21 per cent of classrooms reported classes with 26 students or more.

Kindergarten to Grade 6 Class Size Statistics

Number of classrooms	4,113
Average class size	21.7
Median[4]	22.0
Mode[5]	23.0
Range	2 to 44

TABLE 6

[redacted]

Class Size	Number of Classrooms	% of Classrooms	Cumulative %
10 or fewer	117	2.8%	2.8%
11–15	302	7.3%	10.2%
16–20	1041	25.3%	35.5%
21–25	1794	43.6%	79.1%
26–30	780	19.0%	98.1%
Over 30	79	1.9%	100.0%
Total	4113	100.0%	

Source: Commission on Class Size and Composition

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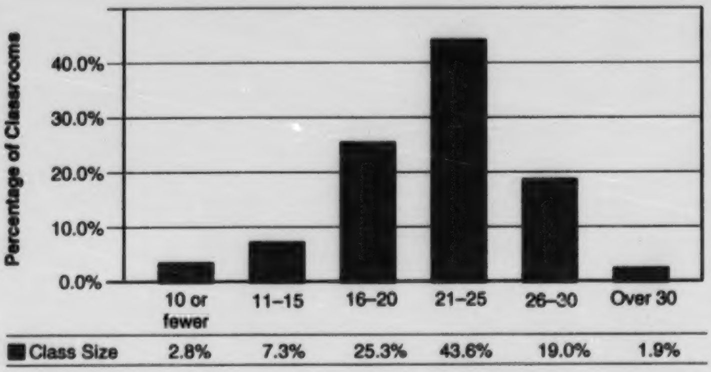
[4] The median represents the mid point of a population or sample, for which half of the population or sample have lower values and half have higher.

[5] The mode represents the most frequent value in a population or sample.

[6] In a number of cases, classroom teachers were responsible for more than one classroom in the same or another school and were asked to complete one profile for each classroom. Consequently, the total number of classrooms exceeds the total number of teachers who responded.

FIGURE 1



Source: Commission on Class Size and Composition

Class Sizes by Grade Level

Table 7 provides a summary of average class size by grade level. Average class sizes for Kindergarten to Grade 2 were slightly below the average while Grades 3 to 6 were slightly above the overall average of 21.7 students. Multi-grade classes refer to both multi-age classes, which are created intentionally for philosophical or pedagogical reasons, and combination classes, which are typically created because of uneven enrollments and fiscal restraints. The average class size of 20.4 students for multi-grade classes was slightly below the overall average of 21.7 students.

TABLE 7

Grade(s)	Number of Classrooms	Average	Min	Max	Mode
Kindergarten	481	21.1	5	39	23
Grade 1	481	21.2	5	33	22
Grade 2	452	21.6	6	33	22
Grade 3	449	22.4	6	33	25
Grade 4	464	22.9	4	34	25
Grade 5	446	23.0	2	34	25
Grade 6	458	23.1	2	33	24
Single grade classes	3231	22.2	2	39	23
Multi-grade classes	831	20.4	3	44	23
Non-graded	51	15.1	6	27	20
Total	4113	21.7	2	44	23

Source: Commission on Class Size and Composition

Class Size by Single and Multi-Grade Status

As Table 8 indicates, approximately 79 per cent of classrooms were reported as single grade classrooms; 20 per cent were reported as multi-grade classes; 1 per cent of classrooms were reported as non-graded classrooms. Single grade classrooms have a slightly higher average class size than classrooms with two or more grade levels.

TABLE 8

Number of Grade Levels	Number of Classrooms	% Distribution	Average Class Size	Min	Max	Mode
Single grade level	3231	78.6%	22.2	2	39	23
Two grade levels	611	14.9%	21.6	3	44	23
Three or more grade levels	220	5.3%	17.0	4	39	22
Non-graded	51	1.2%	15.1	6	27	20
Total	4113	100.0%	21.7	2	44	23

Source: Commission on Class Size and Composition

Table 9 provides the frequency distribution of Kindergarten to Grade 6 class sizes by single and multi-grade status. Approximately 45 per cent of single and two grade level classrooms reported class sizes between 21 and 25 students. Slightly below 29 per cent of classrooms with three or more grade levels reported class sizes of 16 to 20 students.

TABLE 9

[illegible]

Class Size	Single Grade	%	Two Grades	%	Three or More Grades	%
10 or fewer	44	1.4%	23	3.8%	37	16.8%
11–15	193	6.0%	41	6.7%	53	24.1%
16–20	812	25.1%	153	25.0%	63	28.6%
21–25	1450	44.8%	280	45.8%	57	25.9%
26–30	670	20.7%	101	16.5%	6	2.7%
Over 30	62	2.1%	13	2.3%	4	1.8%
Total	3231	100.0%	611	100.0%	220	100.0%

Source: Commission on Class Size and Composition

RESULTS: CLASS/COURSE SIZE IN MANITOBA GRADE 7 TO SENIOR 4

Class/Course Size

The Grade 7 to Senior 4 class/course size and composition profiles were completed by 927 teachers. Teachers were asked to indicate the total number of students in their class/course by grade level(s) and subject area(s) to a maximum of six classes that they taught during the week of November 26 to November 30, 2001. Consequently, the total number of classes/courses reported was greater than the total number of teachers. The average number of classes/courses reported by teachers was 4.1. Resource teachers, guidance counsellors or other teachers who were not teaching classes or courses during the week of November 26 to November 30, 2001 were asked to complete only the section on class composition.

Table 10 and Figure 2 provide the frequency and percentage distributions of Grade 7 to Senior 4 class/course sizes in Manitoba. Based on the information reported in November 2001, the average class/course size was 20.7 students. The range of class/course sizes reflects the diversity of subject areas and specialized courses, including band and choral classes. Approximately 27 per cent of the classes/courses reported class sizes between 21 and 25 students. Slightly above 47 per cent of the classes/courses reported sizes of 20 students or less, while nearly 26 per cent of classes/courses reported class sizes of 26 students or more.

Grade 7 to Senior 4 Statistics

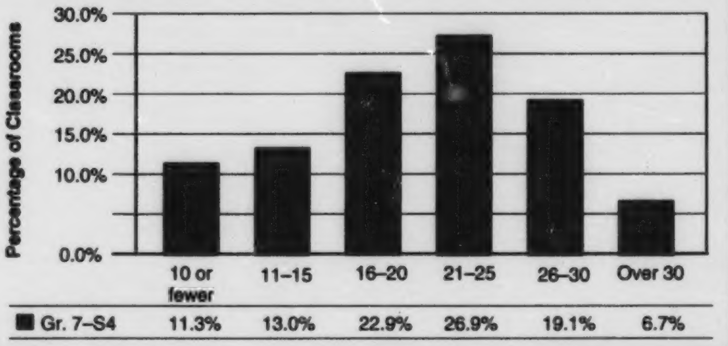
Total number of classes/courses	3771
Average class/course size	20.7
Confidence interval[7] (CI)	0.26
Median	21
Mode	25
Range	1 to 59

TABLE 10

Class Size	Number of Courses/Classes	% of Classes/Courses	Cumulative %
10 or fewer	426	11.3%	11.3%
11–15	491	13.0%	24.3%
16–20	862	22.9%	47.2%
21–25	1016	26.9%	74.1%
26–30	722	19.1%	93.3%
Over 30	254	6.7%	100.0%
Total	3771	100.0%	

Source: Commission on Class Size and Composition

FIGURE 2



Source: Commission on Class Size and Composition

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[7] The profile for Grade 7 to Senior 4 was based on a sample of students rather than the entire student population. Therefore, reported averages are in effect estimates rather than actual averages had the entire student population been included in the profile. Since this is an estimate, it is common practice to provide a range within which the actual value might fall. This range is called the confidence interval and is represented by the low and high end points between which the actual average value would fall 95 per cent of the time. Stated another way, if the profile were repeated with different samples from the same student population, one can be confident that the actual average value would fall somewhere into the established range 19 times out of 20.

Table 11 provides an overview of class size by single and multi-grade status for Grade 7 to Senior 4. Averages for Grade 7 to Senior 2 were slightly above the overall average of 20.7 students while Senior 3 at 20.4 and Senior 4 at 17.6 fell below that average. The average class/course size for single grade classes or courses was 21.2 students, 17.2 students for multi-grade classes or courses and 16.2 students for non-graded classes or courses.

TABLE 11

Status	Grade	Number of Classes/Courses	Average	Min	Max	Mode	CI
Single grade	Grade 7	480	22.6	2	59	24	0.70
	Grade 8	511	22.2	2	59	25	0.67
	Senior 1	646	22.5	1	57	23	0.60
	Senior 2	689	21.3	1	58	20	0.57
	Senior 3	549	20.4	1	54	25	0.68
	Senior 4	481	17.6	1	43	20	0.70
Single grade classes		3356	21.2	1	59	25	0.27
Multi-grade classes		382	17.2	2	58	9	0.92
Non-graded classes		33	16.7	7	27	24	2.20
Total		3771	20.7	1	59	25	0.26

Source: Commission on Class Size and Composition

Class Size and Subject Area

Grade 7 to Senior 4 teachers reported teaching a diverse range of courses in a variety of subject areas. Nearly 44 per cent of teacher responses across the six grade levels were in four subject areas: English language arts, mathematics, social studies and science. Table 12 provides an overview of class/course size frequencies by these subject areas. The dominant class/course sizes for English language arts, mathematics, social studies, and science fell within the range of 21 to 25 students. Approximately 25 per cent of English language arts and science classes/courses reported sizes of 26 students or more. The average for each of these subject areas was above the overall Grade 7 to Senior 4 average of 20.7 students.

TABLE 12

Class/Course Size	English Language Arts	Mathematics	Science	Social Studies	Total
10 or fewer	7.4%	8.8%	5.5%	5.0%	7.2%
11–15	11.2%	11.7%	9.1%	10.4%	10.9%
16–20	20.2%	25.6%	22.9%	22.8%	22.8%
21–25	35.2%	32.5%	37.8%	42.6%	35.8%
26–30	20.3%	17.0%	21.8%	17.3%	19.1%
Over 30	5.7%	4.4%	2.9%	2.0%	4.3%
Total % (N)	100% (526)	100% (477)	100% (275)	100% (202)	100% (1480)
Average class size	22.3	21.6	22.5	22.3	22.1

Source: Commission on Class Size and Composition

CLASS COMPOSITION

Participants in the provincial consultation sessions and a number of written submissions expressed the belief that class composition was as important a factor if not more important than class size in influencing the quality of student learning opportunities and teacher working conditions.

All teachers who were selected to participate in the May 2001 and November 2001 study on class size and composition were asked to identify and describe any student learning characteristics and socio-economic, cultural and school-related factors that affected class composition and their daily work in their classrooms. Multiple responses were encouraged, resulting in 22,026 total responses from 4,892 Kindergarten to Grade 6 classroom and speciality teachers; 2,205 responses were received from 927 Grade 7 to Senior 4 teachers.

Content analysis was conducted on the qualitative information that teachers provided on the profiles. This information required the assignment of codes so that it could be analyzed, summarized and presented in an understandable and relevant manner. Responses to the composition questions were grouped into six major categories on the basis of similarity and codes were assigned to each category. The six major categories included:

1. Student and Classroom Characteristics and Challenges (*e.g.*, Academic Challenges and Behavioural/Emotional Challenges)
2. Types of Students (*e.g.*, English as a Second Language (ESL) Students, Students with Special Needs)
3. Teacher Workload
4. Adequacy of Resources and Supports
5. Family and Community Characteristics
6. Parental Involvement and Support

Subcategories organized around teacher responses were created under each of the six major categories and codes were assigned to each subcategory. A code book was developed to help train staff and guide the coding process. The coding of responses was completed by staff of the Research and Planning Branch, Education, Training and Youth and Advanced Education. Reliability checks on a portion of responses were undertaken to help ensure consistency in the coding process. Excerpts from the profiles are presented in italics in the left hand margin to provide readers with an appreciation of the comments that teachers shared with the Commission.

Results for Class Composition

Table 13 provides a breakdown of responses by the six major categories for both groups of teachers, Kindergarten to Grade 6 and Grade 7 to Senior 4. For Kindergarten to Grade 6 teachers, Student/Classroom Characteristics and Challenges accounted for 36 per cent of the total number of responses, followed by Types of Students at 25 per cent of responses. Teacher Workload accounted for 19 per cent of all responses from teachers.

For Grade 7 to Senior 4 teachers, 37 per cent of total responses related to Student/Classroom Characteristics and Challenges followed by Teacher Workload issues at 24 per cent. Types of Students accounted for 23 per cent of responses.

TABLE 13

[illegible]

Major Categories	K–6 Number of Responses	%	7–S4 Number of Responses	%
Student/Classroom characteristics and challenges	7836	35.6%	825	37.4%
Types of students	5646	25.6%	514	23.3%
Teacher workload	4138	18.8%	529	24.0%
Adequacy of resources and supports	1852	8.4%	158	7.2%
Family and community circumstances	1441	6.5%	131	5.9%
Parental involvement and support	1113	5.1%	48	2.2%
Total	22026	100.0%	2205	100.0%

Source: Commission on Class Size and Composition

Student/Classroom Characteristics and Challenges

Students are wonderful individuals and good to one another—makes for a very enjoyable and positive work environment.

The major category Student/Classroom Characteristics and Challenges was broken down into four subcategories including academic challenges, behavioural and emotional challenges, classroom characteristics and students above grade level. Academic challenges referred to factors such as addressing an extensive range of academic ability, students who were below grade level, students with weak literacy skills, and poor work habits. Behavioural and emotional challenges referred to factors such as addressing the needs of students with behavioural and emotional difficulties, including the time necessary for monitoring students and writing behavioural plans. Classroom characteristics included issues such as gender imbalance, particularly significantly more male than female students, migrancy, attendance, student and teacher safety, noise levels, and poor air quality in the classroom.

In addition to a Grade 5 and 6 combined class, the students are at different levels of reading and writing. Most of these are two levels below the expected level. There are three students with behaviour problems. The female students are divided into two groups because they come from two different communities. There is no teacher assistant, and I have recess duty every other day (twice a day).

As shown in Table 14, academic challenges followed by behavioural and emotional challenges dominated teacher responses for both groups of Kindergarten to Grade 6 teachers and Grade 7 to Senior 4 teachers.

TABLE 14

Description	K–6 Number of Responses	%	7–S4 Number of Responses	%
Academic challenges	3949	50.4%	525	63.6%
Behavioural and emotional challenges	2777	35.4%	164	19.9%
Classroom characteristics	1051	13.4%	134	16.2%
Students above grade level/ accelerated	59	0.8%	2	0.2%
Total	7836	100.0%	825	100.0%

Source: Commission on Class Size and Composition

Types of Students

As shown in Table 15, two categories dominated teachers' responses in the category of Types of Students. For Kindergarten to Grade 6 teachers, nearly 90 per cent of responses cited to students with special needs and English as a Second Language/immigrant/refugee students. Similarly, nearly 90 per cent of the responses from Grade 7 to Senior 4 students referred to students with special needs and English as a Second Language students.

The students that I teach are extremely bright and motivated. They need to be given challenging material and they need to be presented material at a brisk pace.

Within the category of students with special needs, teachers identified a diverse range of students, including students with Attention Deficit Hyperactive Disorder (ADHD), emotional behaviour disorders, fetal alcohol syndrome, and students with learning disabilities.

The majority of my students are lower level students. Many of them have English as a second language. They require a vast amount of one-on-one interaction as well as encouragement that they are doing well. Many of these students are living away from home and need lots of attention and someone to listen to.

TABLE 15

Description	K–6 Number of Responses	%	7–S4 Number of Responses	%
Students with special needs	3870	68.5%	252	49.0%
ESL/Immigrant/Refugee students	1125	19.9%	196	38.1%
Students at risk/ low socio-economic status	302	5.3%	37	7.2%
Aboriginal learners	162	2.9%	23	4.5%
Gifted/Enrichment students	88	1.6%	2	0.4%
Foster children	99	1.8%	4	0.8%
Total	5646	100.0%	514	100.0%

Source: Commission on Class Size and Composition

Teacher Workload

Applied math is a subject that a large number of students find difficult. One-on-one assistance can be extremely beneficial to students. Once a class number exceeds 20–22, it becomes difficult to provide that help because of time constraints.

Teacher working conditions and workload pressures play an important role in attracting, developing and retaining qualified teachers. One prominent factor that affects teachers' working conditions and workload pressures is class composition.

Table 16 provides a breakdown of teacher responses related to teacher workload. Class size, adapting practices, developing and modifying programs and multi-grade programming were the most frequently cited factors for both Kindergarten to Grade 6 teachers and Grade 7 to Senior 4 teachers. Modification of curricula and adaptation of instructional and assessment practices represent significant strategies that help teachers address the diverse learning needs of students. Multi-grade programming refers to factors such as addressing the needs of two or more curricula within a classroom, planning time in relation to combination/multi-grade classes and addressing academic diversity within a multi-grade setting. Other factors cited by teachers included meeting the compositional needs of their classrooms and lack of time for all students.

For Kindergarten to Grade 6 teachers, approximately 61 per cent of responses in the category of Teacher Workload referred to issues of class size, adapting instructional and assessment practices and modifying curricula and delivering multi-grade programming. For Grade 7 to Senior 4 teachers, approximately 77 per cent of responses in this category referred to the issues of class size, adaptations and modifications and delivering multi-grade programming.

Large class sizes make it difficult to conduct activity based classes in Science, makes it harder to engage large numbers of students in meaningful discussion and makes it harder to give adequate specialized assistance to weak students.

TABLE 16

Description	K–6 Number of Responses	%	7–S4 Number of Responses	Category
Class size	1163	28.1%	236	44.6%
Adapting, developing, and modifying programs	766	18.5%	86	19.3%
Multi-grade programming	585	14.1%	67	12.7%
Meeting the compositional needs of the classroom	321	7.8%	18	3.4%
Lack of time for all students	195	4.7%	18	3.4%
Lack/loss of preparation/planning time	174	4.2%	14	2.6%
Difficulty completing/covering curricula	136	3.3%	12	2.3%
Time required to plan/coordinate/ communicate with others	111	2.7%	2	0.4%
Planning for supervising teaching/ educational assistants	86	2.1%	7	1.3%
Student assessment	74	1.8%	17	3.2%
Interruptions, timetable problems/ pull-out programs	74	1.8%	17	3.2%
Integrating special education students into mainstream	71	1.7%	7	1.3%
Paperwork and recordkeeping	67	1.6%	8	1.5%
Time lost to classroom management	60	1.4%	7	1.3%
Grade 3 assessment requirements	44	1.1%	0	0.0%
Standards tests	12	0.3%	2	0.4%
Covering double classes for prep time	26	0.6%	2	0.4%
Increased parental contact	51	1.2%	3	0.6%
Extra work time before and after school	38	0.9%	4	0.8%
Serving as substitute parents for students	26	0.6%	0	0.0%
Articulation between sending and receiving schools	37	0.9%	2	0.4%
Streaming limits classroom activities	6	0.1%	0	0.0%
Too many adults in the classroom	15	0.4%	0	0.0%
Total	4138	100.0%	529	100.0%

Source: Commission on Class Size and Composition

The multiplicity of needs each student presents requires a plethora of records, reports, attendance records, and applications.

Many of the students I see come to school with a limited exposure to literature and reading. Hence the literacy skills and awareness are well-below age-peers. This tremendous gap in pre-literacy skills transfers directly into the classroom, as much time must be spent in developing these literacy skills before they are ready for formal reading instruction. Hence the curriculum must be modified to match the students' level of readiness.

Adequacy of Supports and Resources

> *My classroom is extremely small. Besides students' desks, we have a row of four computers, a wall of storage shelves built into the classroom to make room for student lockers outside. There is absolutely no room to move around. Students nine to eleven years of age need to be active. When you have no space to bring in manipulatives, crafts, project work items, you begin to limit student choice and variety.*

Teachers identified a number of issues related to the adequacy of supports and resources. Lack of physical space was the most often cited factor for both groups of teachers, accounting for 25 per cent of responses from Kindergarten to Grade 6 teachers and 40 per cent of responses from Grade 7 to Senior 4 teachers. Eighteen per cent of responses from Kindergarten to Grade 6 teachers identified lack of support staff time as the second most significant factor in this category. The second most significant factor cited by Grade 7 to Senior 4 teachers was inadequate funding support for students with special needs which accounted for 21 per cent of responses.

TABLE 17

Description	K–6 Number of Responses	%	7–S4 Number of Responses	Category
Lack of physical space	464	25.1%	64	40.5%
Lack of support staff time (resource, guidance, clinicians)	341	18.4%	6	3.8%
Inadequate funding support for students with special needs	325	17.5%	33	20.9%
Insufficient educational assistant time	360	19.4%	3	1.9%
Lack of materials/furniture	149	8.0%	20	12.7%
Lack of qualified/trained teaching/ educational assistants	93	5.0%	25	15.8%
Limited administrative support	35	1.9%	2	1.3%
Dated textbooks	11	0.6%	0	0.0%
Limited information technology	15	0.8%	4	2.5%
Teacher spends own money on resources	8	0.4%	1	0.6%
Lack of professional development opportunities	9	0.5%	0	0.0%
Inadequate funding for at-risk students	26	1.4%	0	0.0%
Shortage of volunteers	16	0.9%	0	0.0%
Total	1852	100.0%	158	100.0%

Source: Commission on Class Size and Composition

Family and Community Characteristics

> *Many students are from low income families and do not have the opportunity to make use of the technologies emphasized in the science curricula.*

Families, communities and schools are inextricably linked as a result of the significant influences of home and community environments on schooling. Schools serving less affluent disadvantaged communities are generally considered to have proportionally greater demands placed on them in establishing educationally and socially successful relationships in their classrooms than do schools serving more affluent communities. Teachers cited a number of factors related to family and community characteristics that influenced the composition of their classrooms and their daily work in them. Low socio-economic communities was a frequently reported factor for both Kindergarten to Grade 6 and Grade 7 to Senior 4 teachers. Approximately 44 per cent of responses from Kindergarten to Grade 6 teachers cited low socio-economic community as a factor. It accounted for approximately 63 per cent of responses from Grade 7 to Senior 4 students.

TABLE 18

Description	K–6 Number of Responses	%	7–S4 Number of Responses	Category
Low socio-economic community	641	44.5%	82	62.6%
Single parent families	385	26.7%	17	13.0%
Family problems	190	13.2%	25	19.1%
Separated/divorced parents	126	8.7%	2	1.5%
Blended families	27	1.9%	1	0.8%
Both parents working	25	1.7%	1	0.8%
Low level of education of parent	16	1.1%	1	0.8%
Unsafe community (*e.g.*, gang exposure)	10	0.7%	2	1.5%
Child abuse	4	0.3%	0	0.0%
Military families (one parent absent for extended periods)	17	1.2%	0	0.0%
Total	1441	100.0%	131	100.0%

Source: Commission on Class Size and Composition

> *I have a very broad range of students from varying backgrounds—single parent, low income, high income, mixed families—a reflection of today's society. Each student is unique in their needs and ambitions. To address these needs fully takes time to get to know the student. Very often there is too little time.*

Parental Involvement and Support in Student Learning

Active parental involvement has been associated with many positive educational outcomes, including improved parent-student communication, improved student attitudes toward schools, increased school attendance, and decreased school drop-out rates. Teachers cited a variety of issues related to parental involvement in and support of the school program. As Table 19 shows, 45 per cent of responses from Kindergarten to Grade 6 teachers identified parental neglect and an unstable home life as a significant factor. This category included factors such as lack of supervision, discipline and poor hygiene.

Approximately 67 per cent of responses from Grade 7 to Senior 4 teachers identified parents who were unsupportive of students' learning as the most significant factor in this category.

Several students have not received adequate verbal and mental stimulation in their pre-school lives. Many of my students have self-esteem issues which tend to stifle their creativity and risk taking behaviour.

TABLE 19

Description	K–6 Number of Responses	%	7–S4 Number of Responses	Category
Unsupportive of school/learning	444	39.9%	32	66.7%
Parental neglect/unstable home life	504	45.3%	13	27.1%
Lack of stimulation in the home/ lower entry skills upon school entry	79	7.1%	0	0.0%
Inadequate parenting skills	53	4.8%	0	0.0%
Lack of support for parents experiencing difficulties	17	1.5%	0	0.0%
Non-attenders/lack of school experience	10	0.9%	0	0.0%
Low parental expectations	6	0.5%	3	6.3%
Total	1113	100.0%	48	100.0%

Source: Commission on Class Size and Composition

STUDENT FEEDBACK

The Commission organized two consultation sessions with senior years students to obtain their perspectives on class size and composition issues. One session took place on Monday, December 10, 2001 at Maples Collegiate in Winnipeg. It involved approximately 20 students from Garden City Collegiate, Maples Collegiate and West Kildonan Collegiate in Seven Oaks School Division No. 10. A second session took place on Monday, February 4, 2002. It also involved approximately 20 students attending R. D. Parker Collegiate in Mystery Lake School District No. 2355. The key points from both student consultation sessions have been combined and are presented below. Students' comments are presented in italics.

Small Classes

Students from both sessions expressed a preference for smaller classes, citing a number of benefits including

- *more individual teacher attention*
- *less noise and distraction*
- *increased opportunities to obtain help faster from teachers*
- *occasional opportunities to go off topic*

Large Classes in Core Subject Areas

Students reported that their current class sizes ranged from 9 to over 30 students. Students indicated that core classes in English language arts, mathematics, science and social studies tended to be large. Large classes were generally defined as classes that exceeded 25 students, reducing opportunities for individual help. Students suggested that class sizes for the core subjects and for French and computer courses should be smaller, in several cases recommending a cap of 25 students. Some students indicated that larger class sizes were acceptable for physical education and classes such as World Issues where discussions are encouraged.

Class Composition

Students commented on distractions related to classroom discipline. Students suggested that discipline problems need to be addressed. In addition, several students suggested that teachers need to be more sensitive and adapt to different learning styles.

IN CONCLUSION

Input from participants at the consultation sessions and comments presented in the written submissions indicated that the number of students in a classroom and the make-up of that classroom in terms of students' abilities, skills, interests, strengths and needs are interrelated factors. Together they affect the quality of student learning experiences and outcomes and teacher working conditions.

Comments and observations from over 5,800 Manitoba teachers on the class size and composition profiles revealed that classroom life is complex and in flux. Students' learning needs change. They move in and out of classrooms and schools. Educationally and socially successful relationships between teachers and students need to be developed and maintained.

Teachers from different vantage points reported encountering significant numbers of students with a variety of special learning needs and described classrooms with wide ranges of ability diversity. Correspondingly, teachers' workloads reflected the expectations and demands placed on them to provide a quality education to a diverse student population. A number of teachers reported using strategies such as adapting instructional and assessment practices and modifying curricula in order to meet the diverse learning needs of their students.

Like many terms, words such as small and large carry a depth of meaning that goes beyond simple dictionary definitions. Different individuals and groups are capable of applying different values or criteria and of making fine distinctions when applying terms such as small and large to class size. The information obtained from the class size and composition profiles and from student input indicates that the developmental and learning needs of students, the number of students in relationship to their abilities, interests, strengths and needs, the nature of subject areas, the physical space in classrooms, and increasingly complex curricula expectations need to be considered in determining optimal class sizes.

CHAPTER FIVE

OBSERVATIONS

EXTENT OF CLASS SIZE AND COMPOSITION CONCERNS

The Public Schools Finance Board uses class size in establishing criteria for new construction and major additions and renovations. In general, instructional space for "regular" classes is 750 square feet for 25 students, except in Kindergarten where 1,000 square feet are provided for 25 students.

The 750 square feet instructional space applies to Grades 1 to Senior 4. Presumably, while elementary school children are relatively "small", there is need within the classroom for space for activity centres, sand tables, library books, computers, outer clothing, *etc.*, and provision for small group instruction. With the existence of science and computer labs, multi-purpose space, central libraries, *etc.*, "larger" middle and senior school students may also be accommodated in 750 square feet classrooms[8].

The Commission recognizes

- the importance of compositional issues in classes of all sizes
- the references to class sizes of 15 and 20 in much of the research data
- a preference for ranges rather than absolute numbers relating to class size

However, in its initial analyses of data provided in the May and November 2001 surveys, and data provided in submissions, the Commission has used the "25" number.

Table 6 on page 33 and Figure 1 on page 34 indicate that, in response to the May survey, teachers reported that 20.9 per cent of Kindergarten to Grade 6 classrooms had more than 25 students. Table 10 and Figure 2 on page 36 indicate that, in response to the November survey, teachers reported that 25.8 per cent of Grade 7 to Senior 4 classes or courses had more than 25 students. In relation to core subjects[9], Table 12 on page 37 reflects the following proportions of enrolments over 25: English – 26 per cent; Mathematics – 21.4 per cent; Science – 24.7 per cent; Social Studies – 19.3 per cent.

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[8] The Commission recognizes, of course, that 750 square feet classrooms do not exist in all schools in the province. For example, in many locales, the conversion of open area to closed classrooms, involving the provision of hallways that were not previously required, has resulted in "undersized" classrooms.

[9] It should be noted that some senior high school students expressed concern about large enrolments in core subject areas while others expressed concern over large physical education enrolments.

Table 17 on page 43 reflects the fact that 25.1 per cent of the 1,852 responses from Kindergarten to Grade 6 teachers, and 40.5 per cent of the 158 responses from Grade 7 to Senior 4 teachers expressed a concern about the lack of physical space in their classrooms.

While the Commission did not have information on every classroom in the province, it could be estimated that 20 per cent to 25 per cent of classes or courses, Kindergarten to Senior 4, have large enrolments in relation to the physical space in which they are accommodated.

Assessing the implications of compositional factors is certainly more difficult than responding solely to class size. The analyses of survey responses contained on pages 38 to 43 of this report reflect the complexity of the issue and the challenges facing school communities. Table 16 on page 42 reveals that class composition presents teachers with a variety of workload pressures, which affects the quality of student learning opportunities.

While there may be a tendency to suit the current data to the findings of earlier research studies

- Table 15 on page 40 indicates a major teacher concern that class size should reflect the demands of students with special needs and English as a Second Language students
- Table 18 on page 44 indicates that 44.5 per cent of Kindergarten to Grade 6 teacher responses and 62.6 per cent of Grade 7 to Senior 4 teacher responses identify "low socio-economic community" as a major factor in the composition of their classes
- Table 19 on page 45 reflects a major teacher concern that parents are unsupportive of the school

Analyses of data on compositional issues, including that on multi-grade classes, tend to support the likelihood that a local response is more feasible than a provincial response[10].

FUNDING

Basic to the funding of education in Manitoba has been the principle of *equality of educational opportunity.* Every school age child, regardless of where he or she lives, the wealth of his or her parents, or the wealth of the community, should have access to a high quality educational program. The concept is one of horizontal equity. Increasingly over the last quarter century, the principle has been expanded to include vertical equity—the right to a program related to a student's particular needs.

> *The concept of equity generally refers to the relative differences in access of different student populations to educational services. Horizontal equity focuses on whether or not children*

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[10] During school visits, staff from several schools suggested that interventions such as increased release time for teachers and increased teacher assistant time would be more effective in addressing their challenges than class size reductions.

> *exhibiting similar educational needs have access to similar educational resources and services across different local communities. Vertical equity treats the relative differences in access to educational resources and services provided to children with varying educational needs*[11].

Manitoba has taken significant strides to provide both horizontal and vertical equity for students. The current 2002–2003 model for funding of schools provides a mixture of block and categorical grants

- basic per student instructional support, and grants for information technology, library services, counselling and guidance, professional development, sparsity, transportation, small schools, northern remoteness allowance, *etc.*—to provide *all* students with access to a sound educational program
- grants for special needs, students at risk, technical/vocational education, English as a Second Language, heritage languages, French language programs (Français, Immersion, Basic), Aboriginal academic achievement, Programme d'accueil, early behaviour intervention, early childhood development initiative, early identification, early literacy intervention, *etc.*—to provide programs related to *individual* and *particular* needs

Responding to concerns about class size and composition, then, has relevance for both horizontal and vertical equity.

In the opinion of many participants in the consultation process and presenters to the Commission, the fact that the Province, on average, provides only 59 per cent of school division and district operating expenditures, with the remaining 41 per cent provided by local school boards through property taxes, diminishes that equity.

The Education Support Levy, collected at a uniform rate on all residential and commercial properties in the Province, is made more "progressive" by virtue of the property tax rebate, and, in the recently announced funding for 2002–2003, by the inclusion of some level of equalization support. However, the continuing wide variations in assessment, and therefore, in special levies, make it more difficult for some divisions than others to recognize and remedy issues of class size and composition.

The Commission is aware that the Province is committed to reducing, if not eliminating, the provincial property tax levy (Education Support Levy). Issues of equity for students could also be addressed if special levies were reduced or eliminated and replaced by increased levels of provincial funding from general revenues.

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[11] Jay G. Chambers and Thomas B. Parrish (1983). *Adequacy and Equity in State School Finance and Planning: A Resource Cost Model Approval.* Institute for Research on Educational Finance and Governance: Stanford University Press.

COLLECTIVE BARGAINING

In the opinion of the Commissioner, the present process of collective bargaining in Manitoba does not reflect the hopes of those who first worked for that process some 50 years ago. Perhaps, because Manitoba teachers gave up the right to strike in favour of binding arbitration, negotiations currently involve many weeks, months, even years of "bargaining", then the involvement of a conciliation officer, and finally referral to an arbitrator. At any point during this process, a settlement in one division or district almost inevitably results in very similar if not identical settlements in other divisions or districts.

At the present time, in some school divisions, negotiations commenced in 2000 have not been concluded. It is possible that arbitration may not occur until the fall. At what point do negotiations for new contracts to commence in 2002 get underway? Do negotiations in newly amalgamated divisions commence after the October elections? Obviously, if class size were negotiated or arbitrated, it could not be retroactive. Would the process be improved if a two-tier process—provincial-level bargaining for monetary issues, and division level involvement in educational issues—were implemented?

Uncertainties at the present time make it difficult for the Commissioner to respond to issues of negotiation, conciliation and arbitration.

RELATIONSHIPS: CLASS SIZE, FUNDING AND COLLECTIVE BARGAINING

The nature of educational funding and collective bargaining is continually changing. From the most recent information provided by the Canadian Teachers' Federation (CTF)[12], and data produced by the Schools' Finance Branch of Manitoba Education, Training and Youth, there appear to be definite correlations among class size provisions, provincial collective bargaining or provincial legislation, and level of provincial funding.

TABLE 20

Provincial Collective Agreement	Provincial Legislation	% of Provincial Funding
Newfoundland		100
New Brunswick		100
Yukon		100
Quebec		87.3
	Ontario	100
	Nunavit	100
	North West Territories	91.2

Source: Commission on Class Size and Composition

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[12] CTF Economic Service Notes, April 2000.

Alberta, with 95.5 per cent provincial funding, has class size provisions negotiated at the local level, but local agreements must be approved by the Alberta Teachers' Association[13]. Until this year, British Columbia, with 100 per cent provincial funding, had class sizes negotiated at local levels subject to a provincial memo of agreement[14]. Prince Edward Island and Nova Scotia, both with 100 per cent provincial funding, have no provincial class size provisions or guidelines.

Saskatchewan, with an estimated 41 per cent level of provincial funding, and Manitoba, with a 75.8 per cent level[15] of provincial funding, leave the development of class size policies or guidelines to local jurisdictions.

Might one conclude that for much of Canada, class size provisions have been more readily attainable if mandated or bargained, and primarily or totally financed, at the provincial level?

Here in Manitoba, would a "return" to 80 per cent provincial funding of operating expenditures, or a move to 100 per cent provincial funding, make a response to class size issues more readily attainable? Or would legislated class sizes be preferable?

Further, has elimination of the local levy in Ontario resulted in appropriate levels of provincial funding to address class size and composition concerns? Do recent developments in British Columbia put much faith in provincially negotiated contracts including provisions on class size? Does the current situation in Alberta indicate favourable teaching and learning conditions? What are the implications of the recent rejection of a conciliator's report in Newfoundland?

When one considers situations in some other parts of Canada, in most cases, employer and employee relations and teaching and learning conditions in Manitoba have much in their favour. To maintain this environment, class size and composition concerns, when and where they do exist, should receive a high priority for an equitable solution.

GUIDELINES

Current Department of Education "Guidelines" appear to have varying weights or strengths. Guidelines on School Closure have tended to become *directives*, with only rare exceptions. On the other hand, curriculum guidelines related to hours of instruction appear to be *suggestions*: 120 hours is usually an "exception" to the rule.

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[13] As of March 14, 2002, salary settlements, but not class size provisions, have been referred to arbitration.

[14] Provincial legislation enacted in January 2002, removed class size and composition from the scope of provincial bargaining.

[15] The province is responsible for 75.8 per cent, or $1.1 billion, of the total $1.46 billion spent on public schools in Manitoba in 2001–2002, while school divisions pick up the remainder. The province's $1.1 billion includes $771.8 million in operating funding (59 percent), $75.7 million in capital funding, $82.6 million in teachers' pensions, $3.8 million in Pensioners' School Tax Assistance, and $173.6 million in Education Property Tax Credits.

Approximately 15 submissions to the Commission offered division and district guidelines on policies, on staffing procedures and on pupil-teacher ratios related to class size. Some submissions referred to sizes at all grade levels, others only at the primary or elementary levels. Most indicated the future requirements for both teachers and facilities if various levels or ranges of class sizes were implemented[16], the anticipated costs of implementation, and, in some cases, the implication for special levies if the full cost of class size reductions were financed locally.

Actual maximum class size guidelines that were reported ranged from 22 to 31 for Kindergarten; from 25 to 33[17] for Grades 1 to 6; and from 34 to 36 for Grades 7 to Senior 4. Ranges reported varied from 14 to 17 for Kindergarten, 14 to 27 for Grades 1 and 2, and 15 to 30 for Grades 3 to 6[18].

Projections of potential costs to the province for class size reductions, primarily for teachers and facilities, were provided by provincial organizations, both before and during the consultation process, and by departmental staff. Varying extrapolations of divisional and district costs, both for urban and rural divisions and districts, were used. The Commission is most appreciative of the extensive research undertaken in this area.

An obvious observation is that considerably more information needs to be known, more research needs to be undertaken, before consideration is given, or indeed if any consideration should be given, to large-scale implementation of class/course size reductions.

What is known and recognized by all provincial stakeholders, is that class size reductions at the primary level do result in improved academic and social achievements, particularly for at-risk students and students with special needs.

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[16] For example, actual levels of 15, 16, 17, 18, 20, 23, *etc.*, and ranges such as 15–17, 18–22, *etc.*

[17] Some divisions and districts provide teaching assistants where classes reach 26, or 29, or 31, for example.

[18] Some rural divisions and districts expressed a concern that legislated or negotiated class sizes, or ranges, could result in increased minimum sizes, necessitating more split grade or multi-grade classes.

FACILITIES

Any alteration in class size has obvious implications for school facilities, as noted earlier in this chapter[19].

The submission by the Winnipeg School Division No. 1 states:

> *... if the maximum class size for Kindergarten to Grade 3 was set at 16, an additional 204 full-time equivalent classes... would be required in the Winnipeg School Division No. 1 for nursery to Grade 3. Similarly, a class size of 18 would require 144 additional classrooms; a class size of 20 would require 93 additional classrooms; a class size of 22 would require 48 additional classrooms.*

Further, in some schools in the Winnipeg School Division No. 1, provision of additional classes, without providing additional classroom space, would necessitate giving up ancillary spaces—multi-purpose, music, library, *etc.*

The provision here of Winnipeg School Division data is to provide an example. There are other areas of the province that would face similar situations. Certainly, physical space in relation to class size and composition is of great importance, yet there is no provincial "inventory" of classrooms.

AMALGAMATIONS

There are implications for class size and composition in the amalgamation of some school divisions and districts to be completed by the end of this year. The availability of space to reduce class sizes may be more apparent at that time. Further, the provision of minimum class sizes, as suggested to the Commission in some submissions, may be more readily attainable, although it is recognized that no new school closures will be permitted prior to 2005.

SCHOOLS OF CHOICE

The 2001–2002 model for funding of schools provided for a review of funding related to schools of choice. That study has taken place, and the 2002–2003 model does not provide for any related changes in funding. In the opinion of some presenters to the Commission, although it was not the original intent, this policy has resulted in large classes, in some subjects in several schools and, in particular, in International Baccalaureate programs, for example. It may be that with amalgamations, class sizes associated with schools of choice will be re-addressed.

IN CONCLUSION

During the several months of the Commission's existence, the Commissioner has become increasingly aware of the complexity of the issues associated with class size, and particularly, class composition. The Commissioner's recommendations must consider issues of equity, students' needs, teachers' welfare, parent involvement, taxpayers' pocket books. Are there win-win possibilities?

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[19] See the section Extent of Class Size and Composition Concerns, p. 49.

CHAPTER SIX

RECOMMENDATIONS

The intention here is to respond to the issues raised in the Commission's mandate as stated on page 1 of this report.

PROVINCIAL POLICY ON CLASS SIZE AND COMPOSITION

As noted in Chapter Two, the Summary Report on the Public Consultations, and in Chapter Three, the Summary Report on the Written Submissions, class size is an important issue. Consultations and submissions have also indicated that class composition is of equal, if not greater, importance than actual class size, and that responding to composition concerns is more difficult than meeting class size needs.

Accordingly, most participants/presenters in general felt that a "blanket approach" with provincial guidelines, or provincially legislated class sizes, would fail to meet local needs. Division level, if not school level, decisions could best take into account the physical space and professional staff requirements to provide a high quality level of education for the varying needs of students.

At the present time, actual class sizes are not publicly known for Manitoba. Information provided on September 30 each year reflects totals at each grade level rather than the actual number to be taught, for example, by the Kindergarten teacher, the teacher with a split grade, the English teacher, the Band instructor, *etc.* Information gathered by the Commission in its two surveys was provided voluntarily by teachers and administrators, and while extensive, was not complete.

Nor does the Department have complete knowledge of actual physical space in all Manitoba public schools. There is an obvious need for this information for any ongoing planning.

There is need, too, for ongoing research in Manitoba in relation to class size and composition. While there may be a willingness in educational circles to accept findings from the Wisconsin, Tennessee or Edmonton studies, the results of Manitoba replications could be more meaningful for the general public.

This continuing research could be undertaken in cooperation with Faculties of Education, as is the case in Britain. Certainly, there are obvious implications for teacher training and teacher supply if class sizes are reduced and if compositional factors require professional development both pre- and post- faculty education.

> **Recommendation**: Actual class sizes should be reported to Manitoba Education, Training and Youth—and made public—twice a year.

> **Recommendation**: Manitoba Education, Training and Youth, through the Public Schools Finance Board, should update information on the number and size of classroom spaces in all public schools.

> **Recommendation**: At the present time, no overall provincial policy or guidelines on class size and composition should be defined and mandated[20]. However, division and district level class size and composition advisory committees should be established with meaningful teacher[21] and parent components complementing school board representation.

> **Recommendation**: The Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education, in cooperation with Faculties of Education, should undertake continuing research studies as class size reduction initiatives are undertaken in Manitoba.

CLASS SIZE AS A NEGOTIABLE AND ARBITRABLE ITEM WITHIN THE COLLECTIVE BARGAINING PROCESS

At the present time, there are a number of uncertainties concerning class size and composition that have relevance for the collective bargaining process:

- the availability of qualified teachers and qualified teaching assistants
- the availability of adequate classroom space
- the status of bargaining in amalgamating divisions and districts
- the future[22] level of provincial funds

For these reasons, the Commission recommends that there be a moratorium on the issue of arbitration during which time the "uncertainties" may become "realities". Such a moratorium would delay any future negotiations on class sizes, including conciliation and arbitration procedures, until its expiration. At that time, the government should have sufficient information to reconsider the status of class size and composition within the collective bargaining process. With this procedure, difficulties that have developed in California, British Columbia and Alberta, for example, may be averted, and a phased-in approach as experienced in Britain may be accomplished.

> **Recommendation**: A three year moratorium on the issue of arbitration should be put in place, with the government to undertake appropriate procedures to gain approval from educational partners, and to respond in the Legislature to Bill 42.

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[20] Note a subsequent recommendation on p. 59 regarding K–4 class size.

[21] In Newfoundland, teachers comprise 50 per cent of the membership on a provincial committee.

[22] Funding levels for 2002–2003 were announced by the Minister on January 31, 2002.

Recommendation: During this moratorium, the province should develop a multi-year plan to implement class size at the Kindergarten to Grade 4 levels in the range of 17–22 students, taking into account inequities in funding, the need for teachers and teaching assistants and their professional development, and the need for facilities. Variations to allow for compositional factors should be implemented at the local level.

IMPACT OF CLASS SIZE ON EDUCATIONAL OUTCOMES

While the previous recommendation concerns a multi-year plan to respond to class size and composition issues, there are some immediate steps that may be taken to improve the educational welfare of specific students.

There is a recognition from research studies[23] that academic improvements[24] occur when small class sizes are introduced at the primary (K–4) levels. Educators feel that there are also significant gains in students' social development. The benefits are particularly evident in areas with many "at risk" students—those with high migrancy rates and from families with low income—and in areas with high special education needs.

As an interim measure while some longer-term planning is under way, the Commission has considered recommending the establishment of a fund to which divisions could submit requests for financial assistance in responding to particular class size and composition concerns. The fund could be "managed" by department personnel (Research and Planning Branch, Public Schools Finance Board, Program Development Branch, Native Education Directorate) with assistance from the Manitoba Teachers' Society, the Manitoba Association of School Trustees, the Manitoba Association of School Superintendents, the Manitoba Association of School Business Officials and the Faculties of Education. It is assumed that applications to the fund would come primarily from the primary level and in relation to at risk students, but applications from middle and senior years should also receive consideration.

A concern related to this approach lies in the process to be followed in determining which projects will be funded. The Commission is aware that nursery school programs in Winnipeg School Division No. 1 were initially envisioned as a response to known inner city needs. However, the program has since been extended to include all Winnipeg School Division No. 1 schools. Would the funding of inner city class size reduction experiments be viewed as discriminating against other areas in the city? Would it be discriminating to fund projects only in school divisions with above average special levy mill rates[25], on the assumption that those divisions with below average special levies could implement class size reductions if they wished to do so?

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[23] Appendix D, the public discussion paper overview of the research on class size.

[24] Academic gains are usually reported as average gains. As noted in the Edmonton study, there are quite remarkable individual student gains—an issue of vertical equity.

[25] It is recognized that many divisions, with varying mill rates, have endeavoured to initiate small classes at the primary level.

It might be preferable for the Department to establish pilot projects over the next three years, in situations where it is recognized that class size and composition concerns, including multi-grade or combination classes, could be addressed with class size reductions. Built into these pilot projects should be professional development opportunities for both teachers and administrators, and an evaluation component. Such projects should not result in increased special levies.

> **Recommendation**: Manitoba Education, Training and Youth should initiate pilot projects in class size reductions in areas of recognized class size and composition concerns, in particular, but not exclusively, at the primary level[26] in situations with high levels of at risk and special education students.

IN CONCLUSION

The Commission believes it has met its mandate and fulfilled its terms of reference. Public consultations from September to November 2001 helped to promote a broad exchange of views on class size and composition issues. Through the course of its work and in its recommendations the Commission considered the following issues

- impact of class size on teacher working conditions
- students with special needs
- use of teaching assistants
- multi-grade classrooms
- teacher supply and demand
- classroom space and facilities

The public discussion paper on class size and composition that helped to guide the consultation process contained references relevant to class size research. It helped to make research on the impacts of class size on student outcomes as widely available as possible. The Commissioner is aware from submissions that educational organizations are knowledgeable about current research, and tend to keep their members informed. Many individuals are also cognizant of research activities.

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[26] The lack of comprehensive research at the middle and senior years should not detract from the knowledge that there are existing size and compositional concerns in Manitoba at these levels.

This final report, however, may also serve as a vehicle for drawing attention to two recent class size publications that tend to support the Commission's recommendations.

Writing in the March 2002, issue of Phi Delta Kappan, Jeremy D. Finn states:

- *high quality research has demonstrated the benefits of small classes in the early grades—especially for students at risk*
- *...small classes provide an essential opportunity for instruction to be more effective and for students to become optimally involved in the learning process*
- *class size reductions (should) be undertaken slowly and with careful planning. Well-designed programs of professional support and development can also help*[27]

Biddle and Berliner, writing in the February 2002, issue of Educational Leadership, state:

- *...these studies provide compelling evidence that reducing class size particularly for younger children, will have a positive effect on student achievement*
- *all types of students gain from small classes in the early grades, but gains are greater for students who have traditionally been disadvantaged in education*
- *students where classes are small in the early grades retain their gains in standard size classrooms and in the upper grades, middle school and high school*
- *...when planning programs for reducing class size, we should also think about the professional development of the teachers who will participate in them, and the educational and physical contexts in which those programs will be placed*
- *if citizens are truly committed to providing a quality public education, and a level playing field for all students regardless of background, they will find the funds needed to reduce class size*[28].

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[27] Jeremy D. Finn. *Small Classes in American Schools: Research, Practice and Politics.* Phi Delta Kappan, March 2002, Bloomington, Ind., pp. 551–559.

[28] Bruce J. Biddle and David C. Berliner. *Small Class Size and Its Effects,* Educational Leadership. February 2002, Association for Supervision and Curriculum Development, Alexander, Virginia, pp. 12–22.

APPENDICES

Appendix A

MINISTER OF EDUCATION, TRAINING AND YOUTH

Room 168
Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

March 15, 2001

To: Chairs of School Boards
Superintendents of Education
Manitoba Association of School Trustees
Manitoba Association of School Superintendents
Manitoba Teachers' Society
Manitoba Association of School Business Officials
Manitoba Association of Parent Councils
Administrator's Council
Manitoba Federation of Independent Schools Inc.
Student Services Administrators Association of Manitoba
Manitoba Council for Leadership in Education
Manitoba School Improvement Program

Dear Colleagues:

I am pleased to announce that Dr. Glenn Nicholls has been appointed to conduct Manitoba's Commission on Class Size and Composition. As part of the legislation put forward in The Public Schools Act as enacted by Bill 42, the Government of Manitoba made a commitment to establish a commission to study the issue of class size and composition. The Commission will consider whether there should be a provincial policy on class size and composition and, if so, make recommendations on its content. It will examine issues such as the effects of class size on educational outcomes, demographic changes in the student and teaching populations, the use of teacher aides, multi-grade classrooms, and students with special needs.

Dr. Nicholls has extensive experience in and a sound understanding of Manitoba's education system. His work experience includes thirteen years as a teacher and administrator in Flin Flon, four years as a secondary principal in Seven Oaks School Division, 15 years as assistant superintendent and superintendent in Seven Oaks School Division, and nearly eight years as an assistant deputy minister and deputy minister with Manitoba Education.

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The Commission, which begins its work April 2, 2001, is expected to take 10 to 14 months to complete its study. As part of the Commission's terms of reference, Manitobans, including educational partners, will have the opportunity to share their insights, knowledge and perspectives regarding class size and composition across the province. You will be informed on the details of the Commission's consultation process shortly after Dr. Nicholls has had the opportunity to assume his responsibilities.

If you have any questions regarding the Commission, please contact the department's Research and Planning Branch at 945-6181.

Yours sincerely,

Drew Caldwell
Minister
Education, Training and Youth

CHAPTER 43

THE PUBLIC SCHOOLS AMENDMENT AND CONSEQUENTIAL AMENDMENTS ACT

(Assented to August 18, 2000)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Manitoba, enacts as follows:

C.C.S.M. c. P250 amended
1 ***The Public Schools Act** is amended by this Act.*

2 *The following is added as a preamble:*

WHEREAS a strong public school system is a fundamental element of a democratic society;

AND WHEREAS the purpose of the public school system is to serve the best educational interests of students;

CHAPITRE 43

L0I MODIFIANT LA L0I SUR LES ÉCOLES PUBLIQUES ET MODIFICATIONS CORRÉLATIVES

(Date de sanction : 18 août 2000)

SA MAJESTÉ, sur l'avis et avec le consentement de l'Assemblée législative du Manitoba, édicte :

Modification du c. *P250 de la* **C.P.L.M.**
*1 La présente loi modifie **la Loi sur les écoles publiques**.*

2 *Il est ajouté le préambule suivant :*

Attendu :

qu'un système d'écoles publiques de qualité constitue l'un des fondements d'une société démocratique;

que le système d'écoles publiques vise à répondre aux besoins des élèves en matière d'éducation;

AND WHEREAS the public school system should contribute to the development of students' talents and abilities;

AND WHEREAS public schools should contribute to the development of a fair, compassionate, healthy and prosperous society;

AND WHEREAS the public school system must take into account the diverse needs and interests of the people of Manitoba;

AND WHEREAS democratic local school divisions and districts play an important role in providing public education that is responsive to local needs and conditions;

AND WHEREAS parents have a right and a responsibility to be knowledgeable about and participate in the education of their children;

AND WHEREAS public schools require skilled and committed staff in order to be effective;

AND WHEREAS it is in the public interest to further harmonious relations between teachers and their employers through a process of collective bargaining consistent with the principle that resources must be managed efficiently and effectively;

AND WHEREAS the Province of Manitoba and school divisions and districts share responsibility for the financing of the public schools;

3 Subsection 95(3) is repealed and the following is substituted:

Labour Relations Act applies

95(3) Section 78 of *The Labour Relations Act* applies to any dispute as to the meaning, application or alleged violation of a provision of a collective agreement relating to sick leave of teachers.

que le système d'écoles publiques devrait aider les élèves à développer leurs talents et leurs aptitudes;

que le système d'écoles publiques devrait contribuer à l'édification d'une société juste, prospère, saine et empreinte de compassion;

que le système d'écoles publiques doit tenir compte des besoins et des intérêts varies de la population;

que des divisions et des districts scolaires démocratiques jouent un rôle important en offrant un enseignement public adapté aux conditions et aux besoins locaux;

que les parents se doivent d'être renseignés au sujet de l'éducation de leurs enfants et d'y participer;

que, pour être efficaces, les écoles publiques doivent avoir à leur service du personnel compétent et dévoué;

qu'il est dans l'intérêt public d'encourager l'établissement de relations harmonieuses entre les enseignants et leurs employeurs au moyen d'un mécanisme de négociation collective reposant sur la gestion efficace des ressources;

que la province du Manitoba ainsi que les divisions et districts scolaires doivent assumer conjointement le financement des écoles publiques.

3 Le paragraphe 95(3) est remplacé par ce qui suit :

Application de la *Loi sur les relations du travail*

95(3) *L'article 78 de la Loi sur les relations du travail* s'applique aux différends portant sur l'interprétation, l'application ou la prétendue violation de dispositions d'une convention collective ayant trait aux congés de maladie des enseignants.

4 *Part VIII, except subsection 101(6), is repealed and the following is substituted:*

PART VIII

ARBITRATION OF COLLECTIVE BARGAINING DISPUTES

INTRODUCTORY PROVISIONS

Definitions
97(1) The definitions in this subsection apply in this Part.

"**dispute**" means any dispute or difference, or apprehended dispute or difference, between a school board and one or more of the teachers it employs or a bargaining agent acting on behalf of those teachers as to

(a) matters or things affecting or relating to terms or conditions of employment or work done or to be done by the employer or by the teacher or teachers, or

(b) privileges, rights and duties of the school board or the teacher or teachers that are not specifically set out in this Act or *The Education Administration Act* or in the regulations made under either of those Acts.

However, it does not include a controversy or difference arising out of the termination or threatened termination of a teacher's contract. (« différend »)

"**party**" means the bargaining agent for a unit of teachers on the one hand, or the school board that employs those teachers on the other hand, and "**parties**" means the two of them. (« partie »)

"**teacher**" means a person employed by a school board under a written contract in Form 2 of Schedule D or in any other form approved by the minister under section 92 and who holds a valid and subsisting teacher's certificate or limited teaching permit issued under *The Education Administration Act*. It includes a principal, a vice-principal and a person certified as a clinician. It does not include a superintendent, assistant superintendent or deputy superintendent. (« enseignant »)

4 *La partie VIII, à l'exception du paragraphe* 101(6), *est remplacée par ce qui suit :*

PARTIE VIII

ARBITRAGE DES DIFFÉRENDS EN MATIÈRE DE NÉGOCIATION COLLECTIVE

DISPOSITIONS INTRODUCTIVES

Définitions
97(1) Les définitions du présent paragraphe s'appliquent à la présente partie.

« **différend** » Mésentente ou conflit, actuel ou appréhendé, entre une commission scolaire et un ou plusieurs de ses enseignants ou l'agent négociateur agissant au nom de ces enseignants portant :

a) soit sur des questions touchant aux conditions d'emploi ou au travail fait ou à faire par l'employeur, l'enseignant ou les enseignants;

b) soit sur les privilèges, les obligations et les devoirs de la commission scolaire, de l'enseignant ou des enseignants, qui ne sont pas expressément énoncés dans la présente loi, dans la *Loi sur l'administration scolaire* ni dans les règlements d'application de ces textes.

Sont cependant exclus de la présente définition les mésententes ou les conflits découlant de la résiliation ou de la menace de résiliation du contrat d'un enseignant. ("dispute")

« **enseignant** » Personne qui travaille pour une commission scolaire en vertu d'un contrat de travail en la forme prévue à la formule 2 de l'annexe D ou en la forme qu'approuve le ministre en application de l'article 92 et qui détient un brevet d'enseignant ou un permis restreint d'enseignement valide délivré en vertu de la *Loi sur l'administration scolaire*. Sont compris parmi les enseignants les directeurs, les directeurs adjoints et les cliniciens. Les surintendants, les assistants surintendants et les surintendants adjoints sont toutefois exclus. ("teacher")

« **partie** » Agent négociateur d'une unité d'enseignants ou commission scolaire pour laquelle travaillent ces enseignants. ("party")

"unit" has the same meaning as in *The Labour Relations Act,* and includes a group of teachers. When the expression "appropriate for collective bargaining" is used with reference to a unit, it means a unit that is appropriate for collective bargaining, whether it is a group of teachers employed by a single school board or by two or more school boards. (« unité »)

Words and expressions in Labour Relations Act

97(2) Words and expressions used in this Part and not defined in subsection (1) have the same meaning as in *The Labour Relations Act,* except when the context of this Part requires otherwise.

Labour Relations Act applies

98(1) *The Labour Relations Act* applies to teachers, bargaining agents for units of teachers, and school boards, but if a provision of this Act conflicts or is inconsistent with *The Labour Relations Act,* the provision of this Act prevails.

School principals are employees under Labour Relations Act

98(2) A principal or vice-principal employed by a school board is deemed to be an employee under *The Labour Relations Act,* and a unit that includes a principal or vice-principal with other teachers is deemed to be a unit appropriate for collective bargaining.

Part does not apply to the Crown

99 This Part does not apply to the Crown in right of Manitoba or to teachers employed by the Crown.

ARBITRATION PROCEEDINGS

When arbitration may be initiated

100 If the parties have been unable to conclude a collective agreement and a period of at least 90 days has elapsed since notice was given to commence collective bargaining under section 60 or 61 of *The Labour Relations Act,* either party may initiate arbitration proceedings in accordance with this Part to decide the collective bargaining matters in dispute between them.

« unité » S'entend au sens que la *Loi sur les relations du travail* donne à ce terme. La présente définition inclut les groupes d'enseignants. L'expression « unité habile à négocier collectivement » désigne toute unité apte à négocier collectivement, même s'il s'agit d'un groupe d'enseignants travaillant pour plusieurs commissions scolaires. ("unit")

Expressions de la Loi sur les relations du travail

97(2) Les expressions utilisées dans la présente partie qui ne sont pas définies au paragraphe (1) ont le sens qui leur est donné dans la Loi sur les relations du travail, sauf indication contraire du contexte.

Application de la *Loi sur les relations du travail*

98(1) La *Loi sur les relations du travail* s'applique aux enseignants ainsi qu'aux agents négociateurs des unités d'enseignants et des commissions scolaires. Toutefois, les dispositions de la présente loi l'emportent sur les dispositions incompatibles de la *Loi sur les relations du travail.*

Directeurs assimilés aux employés

98(2) Les directeurs ou directeurs adjoints qui travaillent pour une commission scolaire sont réputés être des employés en vertu de la *Loi sur les relations du travail.* Une unité qui inclut des directeurs ou des directeurs adjoints ainsi que des enseignants est réputée être habile à négocier collectivement.

Inapplication de la présente partie — Couronne

99 La présente partie ne s'applique pas à la Couronne du chef du Manitoba ni aux enseignants qui travaillent pour elle.

ARBITRAGE

Début de l'arbitrage

100 Si les parties ne peuvent conclure une convention collective et qu'un délai d'au moins 90 jours se soit écoulé depuis la date de l'avis donne en vertu de l'article 60 ou 61 de la *Loi sur les relations du travail* ordonnant le début de la négociation collective, l'une d'entre elles peut engager une procédure d'arbitrage conformément à la présente partie afin que les différends soient réglés.

Terms and conditions of agreement continue in effect
101 Unless the parties agree otherwise, if notice has been given to commence collective bargaining under section 60 or 61 of *The Labour Relations Act*, the terms and conditions of the collective agreement then in operation continue in effect until the parties conclude a collective agreement or until an arbitration award is made under this Part.

Provision for final settlement of disputes in bargaining
102(1) Every collective agreement between the parties must contain a provision for the final settlement by arbitration, without stoppage of work, of all disputes arising in collective bargaining between them.

When Labour Relations Act applies
102(2) Part VII of *The Labour Relations Act* applies, with necessary changes, to an arbitration carried out under a final settlement provision referred to in subsection (1), except to the extent of any inconsistency with the final settlement provision.

Deemed final settlement provision
103 If a collective agreement between the parties does not contain an arbitration provision for the final settlement of collective bargaining disputes as required by section 102, it shall be deemed to contain the following provisions:

1. If the parties are unable to agree on the terms of a renewed or revised collective agreement or a new collective agreement, either party may—after a period of at least 90 days has elapsed since notice was given to commence collective bargaining under section 60 or 61 of *The Labour Relations Act*—notify the other in writing of its desire to submit the matters remaining in dispute to arbitration. The matters in dispute must then be submitted to arbitration in accordance with this section.

2. If the parties agree to refer the matters to a single arbitrator, they shall appoint an arbitrator to hear and determine the matters and make an award.

3. If the parties cannot agree to appoint a single arbitrator, they shall take steps to establish an arbitration board to hear and determine the matters and issue an award.

Application des conditions de la convention
101 À moins que les parties ne s'entendent autrement, si un avis a été donne en vertu de l'article 60 ou 61 de la *Loi sur les relations du travail* ordonnant le début de la négociation collective, les conditions de la convention collective existante demeurent en vigueur jusqu'à ce qu'une nouvelle convention soit conclue ou qu'une sentence arbitrale soit rendue en application de la présente partie.

Règlement définitif
102(1) Les conventions collectives comprennent une disposition prévoyant le règlement définitif par voie d'arbitrage, sans arrêt de travail, des différends qui surviennent au cours de la négociation collective.

Application de la *Loi sur les relations du travail* **102(2)**
Les dispositions de la partie VII de la *Loi sur les relations du travail* qui sont compatibles avec la disposition de règlement définitif mentionnée au paragraphe (1) s'appliquent, avec les adaptations nécessaires, aux arbitrages effectués en vertu de la disposition.

Présomption — règlement définitif
103 Les conventions collectives qui ne comprennent pas, contrairement à l'article 102, une disposition prévoyant le règlement définitif par voie d'arbitrage des différends qui surviennent au cours de la négociation collective sont réputées inclure les dispositions suivantes :

1. Si les parties ne peuvent s'entendre sur les conditions d'une nouvelle convention collective ou d'une convention collective qui est renouvelée ou révisée, l'une d'entre elles peut faire parvenir à l'autre un avis écrit lui indiquant sa volonté de soumettre à l'arbitrage les différends qui subsistent entre elles. Un délai d'au moins 90 jours doit cependant s'être écoulé depuis la date de l'avis donné en vertu de l'article 60 ou 61 de la *Loi sur les relations du travail* ordonnant le début de la négociation collective. Les différends sont alors soumis à l'arbitrage en conformité avec le présent article.

2. Si les parties s'entendent pour faire appel à un seul arbitre, elles le nomment pour qu'il tranche les différends et rende une sentence.

3. Si les parties ne peuvent s'entendre pour faire appel à un seul arbitre, elles prennent des mesures pour établir un conseil d'arbitrage qui tranche les différends et rend une sentence.

4. The party that gives the notice under item 1 shall include in the notice a statement of the matters in dispute being referred to arbitration. The other party may also provide the initiating party with a statement in writing of the matters it considers to be in dispute.

5. A statement referred to in item 4 may be amended at any time before the arbitrator or arbitration board begins hearings, but new items may not be added unless bargaining has taken place respecting them.

6. After hearings begin, neither of the parties may add further items to the statement of matters in dispute, but a party may modify or withdraw any items during the course of the hearing.

7. Part VII of *The Labour Relations Act* applies, with necessary changes, to the arbitration of collective bargaining disputes between the parties.

Class size and composition cannot be arbitrated
104(1) Notwithstanding any other provision of this Act, the size and composition of classes in schools shall not be referred for arbitration and shall not be considered by an arbitrator or arbitration board or included in an arbitration award, but collective bargaining may be carried out respecting those matters.

Obligation to act fairly
104(2) A school board shall act reasonably, fairly and in good faith in administering its policies and practices about class size and composition.

Failure to comply
104(3) Any failure by a school board to comply with subsection (2) may be the subject of a grievance under the collective agreement and may be dealt with in accordance with the grievance process set out in the agreement.

ARBITRATION AWARD

Time limit for award—single arbitrator
105(1) An arbitrator shall make an award within 30 days after concluding the proceedings, or within any longer period that the parties agree to.

4. La partie qui donne l'avis mentionné au point 1 y inclut une déclaration portant sur les différends qu'elle soumet à l'arbitrage. L'autre partie peut également remettre à la première une déclaration au sujet des différends qui existent selon elle.

5. La déclaration mentionnée au point 4 peut être modifiée n'importe quand avant le début de l'audience. Aucun nouveau point ne peut cependant y être ajouté à moins qu'il n'ait déjà fait l'objet d'une négociation collective.

6. Après le début de l'audience, il est interdit d'ajouter des points à la déclaration. L'une ou l'autre des parties peut cependant modifier ou retirer des points pendant l'audience.

7. La partie VII de la *Loi sur les relations du travail* s'applique, avec les adaptations nécessaires, à l'arbitrage des différends en matière de négociation collective.

Effectif et composition des classes
104(1) Malgré les autres dispositions de la présente loi, l'effectif et la composition des classes ne peuvent être soumis à l'arbitrage. Par ailleurs, l'arbitre ou le conseil d'arbitrage ne peut tenir compte de ces points et ne peut les inclure dans sa sentence arbitrale. Ils peuvent cependant faire l'objet d'une négociation collective.

Obligation d'agir de manière juste
104(2) Les commissions scolaires gèrent de bonne foi et de manière juste et raisonnable leur politique ayant trait à l'effectif et à la composition des classes.

Défaut
104(3) Un grief peut être déposé en vertu de la convention collective et réglé conformément à la procédure applicable aux griefs qu'elle prévoit si une commission scolaire ne se conforme pas au paragraphe (2).

SENTENCE ARBITRALE

Délai — arbitre
105(1) L'arbitre rend une sentence dans les 30 jours suivant la fin de l'audience ou dans le délai plus long auquel consentent les parties.

Time limit for award—arbitration board
105(2) An arbitration board shall make an award within 60 days after concluding the proceedings, or within any longer period that the parties agree to.

Content of award
105(3) The award shall set out the decision of the arbitrator or arbitration board as to how the matters in dispute between the parties are to be settled.

Reasons
105(4) The award shall state the reasons on which it is based

Decision given to the Labour Board and the minister
105(5) When the award is given to the parties, the arbitrator or arbitration board shall also give a copy to The Manitoba Labour Board and to the minister.

Award binding
106 An award of an arbitrator or arbitration board is binding on the bargaining agent, the teachers in the unit involved in the dispute and the school board.

Clarification of award
107 Within 30 days after an award is made, either party may request the arbitrator or arbitration board to clarify the award or a part of it. The award shall not be considered to be made until the clarification is provided.

Collective agreement following award
108 Within 30 days after an award is made, the parties to the arbitration shall prepare and sign a collective agreement embodying all matters settled in the award.

Collective agreement binding
109 A collective agreement entered into by a bargaining agent for a unit of teachers and a school board is binding on

(a) the bargaining agent and every teacher in the unit to which the collective agreement applies; and

(b) the school board.

Délai — conseil d'arbitrage
105(2) Le conseil d'arbitrage rend une sentence dans les 60 jours suivant la fin de l'audience ou dans le délai plus long auquel consentent les parties.

Nature de la sentence
105(3) La sentence indique comment les différends doivent être réglés.

Motifs
105(4) La sentence est motivée.

Sentence remise à la Commission et au ministre
105(5) Lorsque l'arbitre ou le conseil d'arbitrage remet la sentence aux parties, il en transmet également une copie à la Commission du travail du Manitoba et au ministre.

Sentence exécutoire
106 La sentence de l'arbitre ou du conseil d'arbitrage lie l'agent négociateur, les enseignants de l'unité touchée par le différend et la commission scolaire.

Éclaircissements
107 Au plus tard 30 jours après que la sentence est rendue, l'une ou l'autre des parties peut demander à l'arbitre ou au conseil d'arbitrage d'éclaircir l'ensemble ou une partie de celle-ci. La sentence n'est réputée avoir été rendue que lorsque les éclaircissements ont été fournis.

Signature d'une convention collective
108 Au plus tard 30 jours après que la sentence est rendue, les parties à l'arbitrage rédigent et signent une convention collective incluant toutes les questions tranchées.

Caractère obligatoire de la convention collective
109 La convention collective que concluent l'agent négociateur au nom de l'unité d'enseignants et la commission scolaire lie :

a) l'agent négociateur et chaque enseignant de l'unité visée;

b) la commission scolaire.

STRIKES AND LOCKOUTS PROHIBITED

Strike by teachers prohibited
110(1) No teacher shall strike.

Strike authorization by bargaining agent prohibited
110(2) No bargaining agent for a unit of teachers shall declare or authorize a strike.

Lockout by school board prohibited
111 No school board shall declare or cause a lockout of teachers.

Penalty for illegal lockout—school board
112(1) Every school board that declares or causes a lockout of teachers is guilty of an offence and is liable on summary conviction to a fine of not more than $25,000.

Penalty for illegal lockout—person
112(2) Every person who, acting on behalf of a school board, declares or causes a lockout of teachers is guilty of an offence and is liable on summary conviction to a fine of not more than $2,000.

Penalty for illegal strike—bargaining agent
112(3) Every bargaining agent that declares or authorizes a strike of teachers is guilty of an offence and is liable on summary conviction to a fine of not more than $25,000.

Penalty for illegal strike — officers
112(4) Every officer or representative of a bargaining agent who authorizes or participates in a strike vote of teachers, or declares or authorizes a strike of teachers, is guilty of an offence and is liable on summary conviction to a fine of not more than $2,000.

Continuing offence
112(5) Each day that a school board, person acting on behalf of a school board, bargaining agent, or officer or representative of a bargaining agent contravenes a provision of this Act constitutes a separate offence.

GRÈVES ET LOCK-OUT INTERDITS

Grève des enseignants interdite
110(1) Il est interdit aux enseignants de faire la grève.

Interdiction d'autoriser une grève
110(2) Il est interdit à l'agent négociateur d'une unité d'enseignants de déclarer ou d'autoriser une grève.

Lock-out interdit
111 Il est interdit aux commissions scolaires de déclarer ou de provoquer un lock-out des enseignants.

Peine en cas de lock-out — commission scolaire
112(1) Commet une infraction et encourt, sur déclaration de culpabilité par procédure sommaire, une amende maximale de 25 000 $ toute commission scolaire qui déclare ou provoque un lock-out des enseignants.

Peine en cas de lock-out — personne
112(2) Commet une infraction et encourt, sur déclaration de culpabilité par procédure sommaire, une amende maximale de 2 000 $ toute personne agissant au nom d'une commission scolaire qui déclare ou provoque un lock-out des enseignants.

Peine en cas de grève — agent négociateur
112(3) Commet une infraction et encourt, sur déclaration de culpabilité par procédure sommaire, une amende maximale de 25 000 $ tout agent négociateur qui déclare ou autorise une grève des enseignants.

Peine en cas de grève — dirigeant
112(4) Commet une infraction et encourt, sur déclaration de culpabilité par procédure sommaire, une amende maximale de 2 000 $ tout dirigeant ou représentant d'un agent négociateur qui autorise un vote de grève des enseignants ou y participe, ou déclare ou autorise une grève des enseignants.

Infraction distincte
112(5) Il est compté une infraction distincte pour chacun des jours au cours desquels les commissions scolaires, les personnes agissant en leur nom, les agents négociateurs, leurs dirigeants ou leurs représentants contreviennent à une disposition de la présente loi.

5 *Subsection* 101(6) *is renumbered as section 92.1.*

Transitional: definition of "former Act"
6(1) In this section, "former Act" means Part VIII of ***The Public Schools Act*** *as it was prior to the coming into force of this Act.*

When former Act applies
6(2) The former Act applies to the renewal, revision or replacement of any collective agreement that expires before June 30, 2000.

When this Act applies
6(3) This Act applies to the renewal, revision or replacement of any collective agreement that expires on or after June 30, 2000. For that purpose, any notice to begin collective bargaining given under the former Act respecting the renewal, revision or replacement of such an agreement is deemed to have been given under section 60 *or* 61 *of* ***The Labour Relations Act****.*

6(3.1) *Notwithstanding subsection* (3), *arbitration proceedings may not be initiated under Part VIII of* ***The Public Schools Act*** *(as enacted by this Act) until* 90 *days after this Act comes into force, during which time the parties must bargain collectively in good faith with one another and make every reasonable effort to conclude a collective agreement.*

Regulations, orders, certificates, etc. continue in force
6(4) *Every regulation, order, decision or determination made, and every certificate issued, by the Collective Agreement Board under the former Act shall, in so far as that regulation, order, decision and determination or certificate might be made or issued by the The Manitoba Labour Board under* ***The Labour Relations Act****, be deemed to have been made or issued by The Manitoba Labour Board* ***under The Labour Relations Act****.*

5 *Le paragraphe 101(6) devient l'article 92.1.*

Disposition transitoire — « ancienne loi »
6(1) Dans le présent article. « ancienne loi » s'entend de la partie VIII de la ***Loi sur les écoles publiques*** *telle qu'elle était libellée avant l'entrée en vigueur de la présente loi.*

Application de l'ancienne loi
6(2) L'ancienne loi s'applique au renouvellement, à la révision ou au remplacement de conventions collectives qui expirent avant le 30 juin 2000.

Application de la présente loi
6(3) La présente loi s'applique au renouvellement, à la révision ou au remplacement de conventions collectives qui expirent à compter du 30 juin 2000. Les avis ordonnant le début de la négociation collective donnés en vertu de l'ancienne loi pour le renouvellement, la révision ou le remplacement de ces conventions collectives sont réputés avoir été donnés en application de l'article 60 ou 61 de la ***Loi sur les relations du travail****.*

6(3.1) Malgré le paragraphe (3), aucune procédure d'arbitrage ne peut être engagée en application de la partie VIII de la ***Loi sur les écoles publiques*** *(telle qu'elle est édictée par la présente loi) dans les 90 jours qui suivent l'entrée en vigueur de la présente loi. Pendant cette période, les parties sont tenues de négocier de bonne foi et de faire des efforts raisonnables pour conclure une convention collective.*

Maintien en vigueur — règlements, ordonnances, certificats
6(4) Les règlements pris, les décisions ou les ordonnances rendues de même que les certificats délivrés par la Commission des conventions collectives en vertu de l'ancienne loi sont réputés l'avoir été par la Commission du travail du Manitoba en vertu de la ***Loi sur les relations du travail*** *dans la mesure ou ils auraient pu l'être.*

Transitional: class size and composition

7(1) After this Act comes into force, the minister shall appoint a commission to consider whether a provincial policy should be established under **The Public Schools Act** concerning the size and composition of classes in schools.

Appointing the commission

7(2) Before appointing the commission, the minister shall consult with teachers, school trustees, school superintendents and parents about its composition.

Hearings and consultation

7(3) The commission shall hold public hearings and consult with teachers, school boards, school superintendents, parents and pupils.

Report within two years

7(4) Within two years after this Act comes into force, the commission shall make a report to the minister as to whether a provincial policy should be established on class size and composition. If the commission recommends a provincial policy, the report must also set out the commission's recommendations as to the content of the policy.

Report tabled in the Assembly

7(5) The minister shall lay the commission's report before the Legislative Assembly within five sitting days after receiving it if the Assembly is sitting or, if it is not, within 15 days after the beginning of the next sitting.

Repeal of section 104

7(6) Section 104 of **The Public Schools Act** (as enacted by this Act) is repealed six months after the day the minister lays the commission's report before the Assembly.

Consequential amendments. C.C.S.M. c. L10

8(1) **The Labour Relations Act** is amended by this section.

Disposition transitoire : effectif et composition

7(1) Après l'entrée en vigueur de la présente loi, le ministre nomme une commission qui détermine s'il y a lieu ou non d'établir, en application de la **Loi sur les écoles publiques**, une politique provinciale sur l'effectif et la composition des classes.

Nomination de la commission

7(2) Avant de nommer la commission, le ministre consulte les enseignants, les commissaires d'écoles, les surintendants des écoles et les parents au sujet de sa composition.

Audiences et consultations

7(3) La commission tient des audiences publiques et consulte les enseignants, les commissions scolaires, les surintendants des écoles, les parents et les élèves.

Délai — présentation du rapport

7(4) Dans les deux ans suivant l'entrée en vigueur de la présente loi, la commission présente au ministre un rapport lui indiquant s'il y a lieu d'établir une politique provinciale sur l'effectif et la composition des classes. Si la commission recommande l'établissement d'une telle politique, elle formule dans son rapport ses recommandations à ce sujet.

Dépôt du rapport à l'Assemblée

7(5) Le ministre dépose le rapport devant l'Assemblée législative dans les 5 jours de séance suivant sa réception ou, si elle ne siège pas, dans les 15 premiers jours de séance ultérieurs.

Abrogation de l'article 104

7(6) L'article 104 de la Loi sur les écoles publiques, édicte par la présente loi, est abrogé six mois après la date de dépôt devant l'Assemblée législative du rapport de la commission.

*Modifications du c. L10 de la **C.P.L.M.***

8(1) Le présent article modifie la **Loi sur les relations du travail**.

8(2) The definition "collective agreement" in section 1 is amended by adding ", or a collective agreement settled by arbitration under The Public Schools Act" at the end.

8(3) Subsection 4(2) is repealed.

8(4) Subsection 4(3) is amended by adding the following after clause (e):

(f) The Public Schools Act and The Education Administration Act.

8(5) The following is added after subsection 79(3):

No application to dismissal of teachers
79(4) This section does not apply to the dismissal of teachers governed by Part VII of *The Public Schools Act.*

Coming into force
9 This Act comes into force on the day it receives royal assent.

The Queen's Printer
for the Province of Manitoba

8(2) La définition de « convention collective », énoncée à l'article 1, est modifiée par adjonction, après « 87 », de « ainsi que les conventions collectives conclues par voie d'arbitrage en vertu de la Loi sur les écoles publique ».

8(3) Le paragraphe 4(2) est abrogé.

8(4) Le paragraphe 4(3) est modifié par adjonction, après l'alinéa e), de ce qui suit :

f) à la *Loi sur les écoles publiques* et à la *Loi sur l'administration scolaire*.

8(5) Il est ajouté, après le paragraphe 79(3), ce qui suit :

Exception
79(4) Le présent article ne s'applique pas aux congédiements d'enseignants régis par la partie VII de la *Loi sur les écoles publiques*.

Entrée en vigueur
9 La présente loi entre en vigueur le jour de sa sanction.

L'Imprimeur de la Reine
du Manitoba

Manitoba Government

NEWS RELEASE

Manitoba

Information Services, Room 29, Legislative Building, Winnipeg, Manitoba R3C 0V8
Telephone: (204) 945-3746
Fax: (204) 945-3988

March 15, 2001

CALDWELL APPOINTS COMMISSIONER TO REVIEW CLASS SIZE AND COMPOSITION

Education, Training and Youth Minister Drew Caldwell today announced a commission to study the size and composition of classes in Manitoba schools.

Dr. Glenn Nicholls has been appointed to consider whether there should be a provincial policy on class size and composition and, if so, make recommendations on the content of such a policy.

The commissioner will look at issues such as students with special needs, the use of teachers' aides and multi-grade classrooms.

"This has been an issue on which Manitobans have strong views," said Caldwell. "The commissioner will examine all points of view and the best available evidence in order to give government recommendations on future direction."

Nicholls has a wide range of experience in the education system in Manitoba. His work experience includes 13 years as a teacher in Flin Flon, four years as a secondary principal in Seven Oaks School Division, 15 years as assistant superintendent and superintendent in Seven Oaks School Division, and nearly eight years as an assistant deputy minister and deputy minister with the Manitoba Department of Education. Nicholls is also an occasional lecturer in education administration and finance at the University of Manitoba.

Caldwell said the terms of reference for studying the issue of class size and composition include: considering the educational welfare of students, their families and community; obtaining a broad exchange of views from across the province; making research available to the public on the impacts of class size; and considering the costs and benefits of any recommendations.

"The commission will announce a process for hearing the views of Manitobans across the province," said Caldwell. "The hearings will provide the commission with a frank exchange of views regarding class size and composition."

The commission can be contacted at Manitoba Education, Training and Youth's Research and Planning Branch, 204-945-6181, starting April 1. The final report is expected early in 2002.

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Appendix B

Commission on Class Size and Composition

14-1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada

PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

May 23, 2001

To: Superintendents of Education
The Manitoba Association of School Trustees
The Manitoba Association of School Superintendents
The Manitoba Teachers' Society
Council of School Leaders
Manitoba Association of Parent Councils
Student Services Administrators of Manitoba
Manitoba Association of School Business Officials

Dear Colleagues:

I have provided for your information a copy of the *Kindergarten to Grade 6 Classroom Profile* on class size and composition with supporting information and instructions. The profile is being distributed to public schools where Kindergarten to Grade 6 teachers will be asked to complete the profile during the week of May 28 to June 1, 2001. School principals are asked to return the completed profiles during the following week to the Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education.

If you have any questions or concerns, please call the Research and Planning Branch at 945-0350, toll free at 1-800-282-8069, extension 0350, or e-mail: classsize@gov.mb.ca.

Thank you for your support of the Commission's work.

Yours sincerely,

Dr. Glenn Nicholls
Commissioner

Attachment

Commission on Class Size and Composition

14-1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada
PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

May 23, 2001

To: School Principals

Dear Colleagues:

You may be aware that the Honourable Drew Caldwell has appointed me to conduct the Commission on Class Size and Composition. The Commission is expected to consider whether or not there should be a provincial policy on class size and composition and, if so, make recommendations as to its content and its costs and benefits to students, teachers, parents and communities. As part of its recommendations, the Commission will consider whether or not class size should be a negotiable and arbitratable item within the collective bargaining process.

The Commission is working with the Manitoba Teachers' Society, the Manitoba Association of School Trustees, the Manitoba Association of School Superintendents, the Council of School Leaders, Manitoba Association of Parent Councils and the Student Services Administrators of Manitoba to develop a process that would fulfill its terms of reference. One important element of that process is gathering information on class size and composition in Kindergarten to Grade 6 classrooms across the province. Information on classrooms from Grade 7 to Senior 4 will be considered in the Commission's work through a different process.

I ask that you distribute the enclosed profile with supporting information and instructions to Kindergarten to Grade 6 teachers in your school. Feel free to make extra copies of the profile and instructions if necessary. Teachers are asked to complete the profile during the week of May 28 to June 1, 2001, but due to demands on their time may take the first few days of the following week to complete the profile. **Teachers are to return the completed profile(s) to you, and I ask that you collect and return the profiles in the enclosed stamped, addressed envelope to the Commission office no later than Friday, June 15, 2001.**

It would also be helpful to the Commission if you could provide on school correspondence a brief profile of the number of classrooms in your school by grade level. For example:

1 x Kindergarten
1 x Grade 1
1 x Grade 2
1 x Grade 3/4
1 x Grade 4/5
1 x Grade 6

If you have any questions or concerns, please call the Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education at 945-0350, toll free at 1-800-282-8069, extension 0350, or e-mail: classsize@gov.mb.ca.

Dr. Glenn Nicholls
Commissioner

Commission on Class Size and Composition

14–1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada
PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

May 23, 2001

To: Kindergarten to Grade 6 Teachers

Dear Colleagues:

You may be aware that the Honourable Drew Caldwell has appointed me to conduct the Commission on Class Size and Composition. The Commission is expected to consider whether or not there should be a provincial policy on class size and composition and, if so, make recommendations as to its content and its costs and benefits to students, teachers, parents and communities. As part of its recommendations, the Commission will consider whether or not class size should be a negotiable and arbitratable item within the collective bargaining process.

The Commission is working with the Manitoba Teachers' Society, the Manitoba Association of School Trustees, the Manitoba Association of School Superintendents, the Council of School Leaders, Manitoba Association of Parent Councils and the Student Services Administrators of Manitoba to develop a process that would fulfill its terms of reference. One important element of that process is gathering information on class size and composition in Kindergarten to Grade 6 classrooms across the province. Information on classrooms from Grade 7 to Senior 4 will be considered in the Commission's work through a different process.

The enclosed profile is intended to gather information on class size and composition in your classroom. I would ask that you complete the profile during the week of May 28 to June 1, 2001. If necessary due to the demands on your time, you may take the first few days of the following week to complete the profile.

I am aware of the many demands on your time, particularly at this time of year. Your participation in completing the profile is both valued and appreciated.

Please return your completed profile to the school principal.

Sincerely,

GHNicholls

Dr. Glenn Nicholls
Commissioner

Attachment

Commission on Class Size and Composition
Kindergarten to Grade 6 Classroom Profile

Information and Instructions

Purpose of the Kindergarten to Grade 6 Classroom Profile

The enclosed classroom profile is intended to gather information on class size and composition in Kindergarten to Grade 6 classrooms across the province. **The Commission recognizes that the complexities and subtleties of daily classroom and school life cannot be fully captured by the profile. Rather, the profile is intended to provide a general understanding of class size and composition issues across the province at a particular point in time**. Information on classrooms from Grade 7 to Senior 4 will also be considered in the Commission's work through a different process. Manitoba teachers will also have opportunities to share their insights and concerns through formal written submissions, school visitations by Dr. Nicholls and consultation sessions across the province scheduled for the fall of 2001.

Your participation in completing the profile is appreciated and valued. As the Commission needs to consider how the issues of class size and composition may vary by regions across the province, which may have an impact on policy recommendations, it is important to collect information at the school and classroom level. **Consequently, anonymity cannot be ensured. At the same time, however, the Commission will maintain the confidentiality of information received from teachers. Only group or aggregate data will be reported. No reporting will be made at an individual teacher or classroom level**.

General Instructions

1. All Kindergarten to Grade 6 classroom teachers, including teachers of special education classes should complete the attached profile during the week of May 28 to June 1, 2001. Specialty teachers such as physical education, music, art, Basic French, and resource teachers should only complete the open-ended questions below the class size grid. If you are a specialty teacher, please check the box on the top of the profile and indicate the nature of your specialty.

2. For classroom teachers who job share, please check the appropriate box on the top of the profile. In situations where the job share occurs between morning and afternoon, the teacher of the morning class should complete the class size profile, and both morning and afternoon teachers should complete the open-ended questions separately. In situations where the job share occurs on alternate days, the teacher responsible for the Wednesday class during the week of May 28 to June 1, 2001 should complete the class size profile and both teachers of alternate days should complete the open-ended questions separately.

3. Classroom or specialty teachers who may work in more than one school should complete one form for each school in which they work with the above directions in mind.

4. Please identify the school division/district and school in which you teach.

5. Please indicate the number of the classroom in which you spend the majority of your instructional time. The room number may be used by the Commission to examine issues of physical classroom space (*e.g.*, square feet), particularly where large class sizes are reported.

6. Number of students by grade(s) level.

   A class organized for the work of a particular year is a grade. Please identify the grade you teach and the total number of students enrolled for that grade. If you teach more than one grade, please indicate which grades they are, *e.g.*, Grade 4 and Grade 5 and the total number of students for each grade, *e.g.*, Grade 4–12 students, Grade 5–14 students. If you teach in a *nongra*ded special education classroom for students with special needs, please indicate that it is *nongra*ded (NG) and the number of students in that class.

7. Combined class, alternative program or special education class.

   If your classroom is comprised of more than one grade or is a *nongra*ded classroom, please indicate whether your classroom reflects a combined class, an alternative program or a special education class.

   For the purposes of this profile, combined classrooms are ones that are created because of uneven enrollments and fiscal restraints that prevent schools from hiring additional teachers and using smaller class sizes.

An alternative program, including multi-age groupings or *nongra*ded special education classes for students with special needs have been created intentionally for pedagogical or philosophical reasons.

8. Please indicate if the program of instruction is in E–English, F–Français, I–Immersion, or H–Heritage language program.
9. Total number of male students enrolled in the classroom regardless of the number of grades.
10. Total number of female students enrolled in the classroom regardless of the number of grade levels.
11. The total number of students enrolled in your classroom.
12. Total number of funded Level II and III students.

    Please identify the total number of Level II and III students in your classroom that **have been funded by Manitoba Education, Training and Youth for the 2000–2001 school year**. Your school and school division/district may have identified students from your classroom as Level II and Level III who may have not been funded by the department. You may use the open-ended question on the profile to describe how the needs of these students or other students with behavioural or special learning needs may affect the composition of your classroom and your daily work in it.

13. Please identify the total number of teacher assistants assigned to your classroom.
14. Total amount of regular assigned teacher assistant time (in hours) for your classroom in a day.

    Please specify the total amount of teacher assistant time (to the nearest hour) directed toward the support of students and classroom activities for your classroom in a day. If the hours fluctuate from day to day, please specify the range of hours and an average for the reporting week of May.

Open-ended Questions

The open-ended questions are intended to provide you with the opportunity to describe any circumstances or conditions, including the most significant one(s) that affect the composition of your class and your daily work in it. Some factors may include but are not restricted to students with behavioural or special learning needs, migrancy, the physical space of classrooms, and the impact of several teacher assistants in the classroom, including scheduling, monitoring and performance evaluation.

Please use the space on the back of the profile if necessary.

If you have any questions regarding the profile, please call the Research and Planning Branch of Manitoba Education, Training, and Youth and Advanced Education at 945-0350, or toll free at 1-800-282-8069, extension 0350.

Please return your completed profile to the principal by Friday, June 1, 2001.

THANK YOU FOR YOU PARTICIPATION.

Kindergarten to Grade 6 Classroom Profile — As of May 28 to June 1, 2001

School Division/District: ____________________

School: ____________________

Teacher: ____________________

☐ Speciality Teacher *Please indicate speciality area (e.g., Resource, Music, Physical Education, etc.)* ____________________

☐ Job Share

Room Number	Number of Students by Grade Level(s)		Combined Class, Alternative Program or Special Education Class	Language Program E – English F – Français I – Immersion H – Heritage	Total Number of Male Students	Total Number of Female Students	Total Room Enrollment	Total Number of Funded Level II and Level III Students	Total Number of Teacher Assistants in your Classroom	Total Amount of Regular Assigned Teacher Assistant Time (to the nearest hour) for your Classroom in a Day
	Grade(s) or Nongraded	Number of Students								
42	4 & 5	4–12 5–14	Combined	E	15	11	26	2	1	5.25
P6	3	24	—	I	10	14	24	0	0	0

1. Please describe any exceptional student learning needs, any socio-economic or cultural factors and any school-related factors that may affect the composition of your classroom and your daily work in it.

2. Please list those aspects of class composition that most affect your work.

Appendix C

Commission on Class Size and Composition

14-1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada

PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

November 20, 2001

To: Superintendents of Education
The Manitoba Association of School Trustees
The Manitoba Association of School Superintendents
The Manitoba Teachers' Society
Council of School Leaders
Manitoba Association of Parent Councils
Student Services Administrators' Association of Manitoba
Manitoba Association of School Business Officials

Dear Colleagues:

I am providing for your information a copy of the *Grade 7 to Senior 4 Class/Course Profile* on class size and composition with supporting information and instructions. The profile is being distributed to a random sample of public schools where Grade 7 to Senior 4 teachers will be asked to complete the profile during the week of November 26 to November 30, 2001.

A list of the schools randomly selected to participate in this process is also enclosed for your information. Please be aware that the sample is intended to represent provincial and regional perspectives not divisional ones. The sample reflects factors such as the proportion of teachers and students by regions and grade levels, language of instruction and the type of school organization (*e.g.*, middle year, junior high, Kindergarten to Senior 4, and Senior 1 to Senior 4 schools). School principals are asked to return the completed profiles during the following week to the Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education.

If you have any questions or concerns, please call the Research and Planning Branch at 945-0350, toll free at 1-800-282-8069, extension 0350, or e-mail: classsize@gov.mb.ca.

Thank you for your support of the Commission's work.

Yours sincerely,

Glenn Nicholls
Commissioner

Attachment

Commission on Class Size and Composition

14–1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada

PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

November 21, 2001

To: School Principals

Dear Colleagues:

You may be aware that the Honourable Drew Caldwell has appointed me to conduct the Commission on Class Size and Composition. The Commission is expected to consider whether or not there should be a provincial policy on class size and composition and, if so, make recommendations as to its content and its costs and benefits to students, teachers, parents and communities. As part of its recommendations, the Commission will consider whether or not class size should be a negotiable and arbitrable item within the collective bargaining process.

The Commission has worked with the Manitoba Teachers' Society, the Manitoba Association of School Trustees, the Manitoba Association of School Superintendents, the Council of School Leaders, Manitoba Association of Parent Councils and the Student Services Administrators' Association of Manitoba to develop a process that would fulfill its terms of reference. One important element of that process is gathering information on class size and composition in Grade 7 to Senior 4 classrooms across the province. As part of a random sample, your school has been selected to participate in this process.

I ask that you distribute the enclosed profile with supporting information and instructions to Grade 7 to Senior 4 teachers in your school. Feel free to make extra copies of the profile and instructions, if necessary. Teachers are asked to complete the profile during the week of November 26 to November 30, 2001, but due to demands on their time may take the first few days of the following week to complete the profile. **Teachers are to return the completed profile(s) to you, and I ask that you collect and return the profiles in the enclosed stamped, addressed envelope to the Commission office no later than Friday, December 7, 2001.**

If you have any questions or concerns, please call the Research and Planning Branch of Manitoba Education, Training and Youth and Advanced Education at 945-0350, toll free at 1-800-282-8069, extension 0350, or e-mail: classsize@gov.mb.ca.

Yours sincerely,

GHNicholls

Glenn Nicholls
Commissioner

Enclosure

Commission on Class Size and Composition

14–1577 Dublin Avenue
Winnipeg MB R3E 3J5
Canada

PH: (204) 945-0350
FAX: (204) 948-3286
E-MAIL: classsize@gov.mb.ca

November 21, 2001

To: Grade 7 to Senior 4 Teachers

Dear Colleagues:

You may be aware that the Honourable Drew Caldwell has appointed me to conduct the Commission on Class Size and Composition. The Commission is expected to consider whether or not there should be a provincial policy on class size and composition and, if so, make recommendations as to its content and its costs and benefits to students, teachers, parents and communities. As part of its recommendations, the Commission will consider whether or not class size should be a negotiable and arbitrable item within the collective bargaining process.

The Commission has worked with the Manitoba Teachers' Society, the Manitoba Association of School Trustees, the Manitoba Association of School Superintendents, the Council of School Leaders, Manitoba Association of Parent Councils and the Student Services Administrators' Association of Manitoba to develop a process that would fulfill its terms of reference. One important element of that process is gathering information on class size and composition in Grade 7 to Senior 4 classrooms across the province. As part of a random sample, your school has been selected to participate in this process.

The enclosed profile is intended to gather information on class size and composition in your classroom. I would ask that you complete the profile during the week of November 26 to November 30, 2001. If necessary due to the demands on your time, you may take the first few days of the following week to complete the profile.

I am aware of the many demands on your time, particularly at this time of year. Your participation in completing the profile is both valued and appreciated.

Please return your completed profile to the school principal.

Sincerely,

GNicholls

Glenn Nicholls
Commissioner

Attachment

Commission on Class Size and Composition

Grade 7 to Senior 4 Class/Course Profile

[illegible] and Instructions

Purpose of the Grade 7 to Senior 4 Class/Course Profile

The enclosed class/course profile is intended to gather information on class size and composition in Grade 7 to Senior 4 classrooms across the province. **The Commission recognizes that the complexities and subtleties of daily classroom and school life cannot be fully captured by the profile. Rather, the profile is intended to provide a general understanding of class size and composition issues across the province at a particular point in time.**

Your participation in completing the profile is appreciated and valued. As the Commission needs to consider how the issues of class size and composition may vary by regions across the province, which may have an impact on policy recommendations, it is important to collect information at the school and classroom level. **Consequently, anonymity cannot be ensured. At the same time, however, the Commission will maintain the confidentiality of information received from teachers. Only group or aggregate data will be reported. No reporting will be made at an individual teacher or classroom level.**

General Instructions

All Grade 7 to Senior 4 teachers should complete the attached profile during the week of November 26 to November 30, 2001.

For classroom teachers who job share, please check the appropriate box on the top of the profile. In situations where the job share occurs between morning and afternoon, the teacher of the morning class should complete the class size profile, and both morning and afternoon teachers should complete the open-ended questions separately. In situations where the job share occurs on alternate days, the teacher responsible for the Wednesday class during the week of November 26 to November 30, 2001 should complete the class size profile and both teachers of alternate days should complete the open-ended questions separately.

Teachers who may work in more than one school randomly selected to participate in this information gathering process should complete one form for each school in which they work with the above directions in mind.

Please identify the school division/district and school in which you teach.

Profile Instructions

Total Number of Students in the Class

Please indicate the total number of students in your class/course by grade level(s), subject area(s), course name(s) and number(s) (*e.g.*, Senior 4 Mathematics, Precal) and program of instruction for up to six classes that you currently teach. In circumstances where you are responsible for an entire grade level or more (*e.g.*, Grade 7 or Grade 7 and 8), please indicate the total number of students by grade level(s) and specify "multiple subjects" under the column Subject Area(s) and Course Name(s) and Number(s). If you teach in a nongraded special education classroom for students with special needs, a life skills class or an alternative education class, please indicate whether it is nongraded (NG) and the total number of students in that class.

Resource teachers, guidance counsellors or other teachers who are not teaching classes/courses during the week of November 26 to November 30, 2001 should complete the open-ended questions regarding compositional factors that may affect their daily work.

Program of Instruction

Please indicate if the program of instruction is in E–English, F–Français, I–Immersion.

Total Number of Funded Level II and III students.

Please identify the total number of Level II and III students in your classroom that have been funded by Manitoba Education, Training and Youth for the 2001–2002 school year. Your school and school division/district may have identified students from your classroom as Level II and Level III who were not funded by the department. You may use the open-ended question on the profile to describe how the needs of these students or other students with behavioural or special learning needs may affect the composition of your classroom and your daily work in it.

Open-ended Questions

The open-ended questions are intended to provide you with the opportunity to describe any circumstances or conditions, including the most significant one(s) that affect the composition of your class and your daily work in it. Some factors may include, but are not restricted to, students with behavioural or special learning needs, migrancy, the physical space of classrooms, school size, and the impact of several teacher assistants in the classroom, including scheduling, monitoring and performance evaluation.

Please use the space on the back of the profile if necessary.

If you have any questions regarding the profile, please call the Research and Planning Branch of Manitoba Education, Training, and Youth and Advanced Education at 945-0350, or toll free at 1-800-282-8069, extension 0350.

Please return your completed profile
to the principal by Friday, November 30, 2001.

THANK YOU FOR YOU PARTICIPATION.

Grade 7 to Senior 4 Class/Course Profile
(as of November 26 to November 30, 2001)

School Division/District:
School:
Teacher:

☐ Job Share

1. **Please indicate the total number of students in your class/course by grade level(s), subject area(s), course name(s) and number(s) and program of instruction for UP TO SIX classes that you currently teach.**

	Total No. of Students in the Class/Course	Grade Level(s)	Subject Area(s) and Course Name(s) and Number(s)	Program of Instruction (E) (I) (F)	Total No. of Funded Level II and Level III Students
1					
2					
3					

	Total No. of Students in the Class/Course	Grade Level(s)	Subject Area(s) and Course Name(s) and Number(s)	Program of Instruction (E) (I) (F)	Total No. of Funded Level II and Level III Students
4					
5					
6					

2. **Please describe any exceptional student learning needs, any socio-economic or cultural factors and any school-related factors that may affect the composition of your classes/courses and your daily work in them.**

3. **Please list those aspects of class composition that most affect your work.**

APPENDIX D

Commission on Class Size and Composition

A Public Discussion Paper

Fall 2001

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INTRODUCTION

Class size refers to the actual number of students in a classroom.

Composition refers to the make-up of each classroom in terms of students' abilities, skills, interests, strengths, and needs.

In April 2001, the Minister of Education, Training and Youth, Honourable Drew Caldwell, established the Commission on Class Size and Composition, fulfilling a commitment put forward in The Public Schools Act as amended by Bill 42. The Commission, under the direction of Dr. Glenn Nicholls, was given the mandate to consider whether or not there should be a provincial policy on class size and composition and, if so, to make recommendations as to its content.

The Commission's terms of reference include

- considering the educational welfare of students, their families and communities
- obtaining a broad exchange of views from across the province on class size and composition issues
- making research on the impacts of class size on student outcomes as widely available as possible to Manitobans
- considering the costs and benefits of any recommendations.

Through the course of its work, the Commission is to examine factors such as the effects of class size on student outcomes, demographic changes in the student and teaching populations, the use of teacher assistants, multi-grade classrooms and students with special needs. As part of its recommendations, the Commission has been asked by the Minister to consider whether or not class size should be a negotiable and arbitrable item within the collective bargaining process.

Central to the Commission's work is a desire for ensuring the best possible learning experiences, outcomes and social relationships for students. An important component of that work is the impact of class size and composition on teacher working conditions.

While the Commission recognizes the prime importance of high quality teaching and parental involvement in students' school experiences, many parents, teachers, administrators, school trustees and researchers consider class size and composition to be significant factors that affect the quality of social relationships and student learning experiences and outcomes. Educational research is an important source of information on class size, and the research on class size is extensive. Good research can help to clarify issues and concerns about class size, but it also raises provocative questions that do not lend easy answers to policy directions.

In addition, for many issues in education, the values of parents, students, teachers, school and division administrators, school trustees and communities are also important considerations. Care toward all students and ensuring diverse forms of success for them are examples of such values.

A key component of the Commission's work is an extensive consultation process. Consultation sessions scheduled for the province will provide interested Manitobans with opportunities to express their views and concerns regarding class size and composition. Issues for discussion include but are not confined to: the implications of class size and composition for students, teachers, parents, administrators and trustees, various options for addressing the challenges presented by class size and composition, and economic considerations of these options. The consultation sessions will help the Commission to identify core values and the unique perspectives and circumstances of local school communities. The ideas and concerns expressed by participants along with formal written submissions and other sources of research will be used by the Commission to develop its final report and recommendations due March 2002.

The purpose of this paper is to help guide and support discussions at the consultation sessions and to support the development of formal written submissions by interested individuals, groups and organizations. The paper provides an overview of relevant research and raises a number of questions to help stimulate thoughtful discussion on class size and composition issues. Additional questions will also arise during discussions at the consultation sessions.

Provincial consultation sessions are intended to support broad discussions and an exchange of views related to class size and composition. ***Sessions are not intended to be formal public hearings.*** *It is important that participants pre-register for the session. A registration form is located at the end of the discussion paper.*

Consultation Schedule

Thompson	
Sept. 27, 2001	*7:00 p.m. to 9:30 p.m.*
Cranberry-Portage	
Sept. 29, 2001	*10:00 a.m. to 12:30 p.m.*
Dauphin	
Oct. 11, 2001	*7:00 p.m. to 9:30 p.m.*
Brandon	
Oct. 13, 2001	*9:00 a.m. to 12:00 p.m.*
Brandon	
Oct. 13, 2001	*1:30 p.m. to 4:30 p.m.*
Carman	
Oct. 25, 2001	*7:00 p.m. to 9:30 p.m.*
Winnipeg	
Nov. 3, 2001	*9:00 a.m. to 12:00 p.m.*
Winnipeg	
Nov. 3, 2001	*1:30 p.m. to 4:00 p.m.*
Winnipeg	
Nov. 6, 2001	*7:00 p.m. to 9:30 p.m.*

By thoughtfully considering many views and respectfully listening to one another, the Commission believes that the challenges posed by class size and composition can be addressed, enhancing the quality of social relationships, learning experiences and outcomes that Manitobans want for all their students.

OVERVIEW OF THE RESEARCH ON CLASS SIZE

Over the past three decades numerous empirical studies on class size have been conducted. What follows is a summary of the landmark and most commonly cited experimental studies and reviews of existing studies. Readers are encouraged to review the literature cited throughout the discussion paper and presented in the bibliography and draw their own inferences and conclusions on the class size research.

An early Canadian initiative on the effects of class size involving grade four and five students was conducted in Toronto in 1977 (Shapson, Wright, Eason and Fitzgerald, 1980). The two year study examined the effects of class size on factors such as teacher expectations and student achievement and the attitudes and opinions of teachers and students.

In the first year of the study, students and teachers were randomly assigned to fourth grade classes of four sizes: 16, 23, 30, and 37. In the second year, the same students and teachers were assigned to grade five classes, but teachers who had taught in large classes were to teach in smaller classes. Students could not be in either the smallest (16) or the largest (37) classes for both years.

The Toronto study found that

- only the classes of 16 students showed an increase in student achievement, particularly in mathematics concept achievement; there was no improvement in reading, vocabulary or mathematics problem solving
- there was no advantage for classes of 23, 30 and 37
- there were no class size effects for students' attitudes toward school or for their self-concept. There were also no differences in students' participation in classroom tasks
- class size did not affect the amount of time teachers spent talking about course content or classroom routines
- there were virtually no changes in methods of instruction used by teachers in the different class sizes

- teachers in class sizes of 16 and 23 spent less time evaluating students' work.

Glass and Smith conducted two comprehensive reviews of class size studies in 1978 and 1982. Their studies suggested that

- reduced class size can lead to increased academic achievement at all grade levels
- major benefits occurred when class size was reduced to fewer than 20 students
- smaller class size improved students' reactions, teachers' morale and the quality of the instructional environment.

Glass and Smith's findings were criticized for including inappropriate studies in their analysis. Many studies, for example, compared normal-sized classrooms to one-on-one tutoring and some studies included non-academic classes such as tennis.

Indiana's 1984 Prime Time, a state-funded program, reduced class sizes in grade one to 18 students and grade two classes to 22 students. After three years, positive outcomes were found on such factors as individualized instruction, time on task and teacher satisfaction. Prime Time's results have been considered inconclusive, however, because in some situations small classes had greater outcomes, while in other situations large classes had better results.

In 1986, Robinson and Wittebols examined over 100 studies for the Education Research Service. Their research suggested that smaller classes do not of themselves result in greater academic gains for students, and the effects of class size on student achievement vary by grade level, student characteristics, subject area, teaching methods and other learning interventions. Their findings also suggested that

- small class size has the greatest effect in reading and mathematics in the early primary grades (kindergarten through grade three)

- minority students and students from poor homes achieve better academically in smaller classes
- positive effects were less likely to occur if teachers did not change their instructional practices.

The Robinson and Wittebols study was criticized for not differentiating poorly designed studies from well-designed studies.

A "Best Evidence Synthesis" prepared by Robert Slavin (1989) focused on the Glass and Smith research and included only those studies that met the following criteria: spanned over one year or more, compared larger classes to classes that were at least 30% smaller or contained 20 or fewer students and randomly assigned or matched students into experimental and comparison groups. Only 8 out of 80 studies analysed by Glass and Smith matched these criteria.

Slavin's analysis indicated that

- small positive effects were realized when substantial reductions were made in class size
- the effects on academic achievement were not cumulative and did not persist after their reduced class size experience
- significant effects were not likely to occur until class size is reduced to one.

Perhaps the largest and most widely cited experimental study examining the effects of class size on student achievement was Tennessee's Project STAR (Student/Teacher Achievement Ratio). Project STAR, which has been the impetus for many class size reduction programs, was initially a state wide four-year longitudinal study of class size in kindergarten to grade three. The study involved 42 school districts, 79 schools and over 6,000 students. STAR classes were located in inner city, urban, suburban and rural schools.

Project STAR arrived at a similar key conclusion presented by the 1977 Toronto study. Class size does not affect students' measured achievement until class size is less than 20 students. In the STAR study small classes ranged between 13–17 students compared to 16 students in the Toronto study. Project STAR also recommended that there should be relevant inservice for teachers so they could adjust their teaching to smaller classes or teaching with a full-time aide.

Summary of Project STAR Results

- *Students in small classes (13-17 students) made significant progress over students in larger classes in all achievement measures and in all subjects. This was consistent for boys and girls, white and minority students and students from rural, urban or inner city schools.*
- *The benefit for minority students was about two or three times as large as that for white students in most comparisons.*
- *The maximum effect of reducing class size was in kindergarten and first grade, but the effect levelled off and declined in second and third grade even when the students remained in small classes.*
- *No differences were found on student motivation or self-concept.*
- *There were relatively fewer examples of poor student discipline.*
- *Teachers had more on-task time in small classes than in regular classes and this remained constant all year.*

Tennessee's Lasting Benefits Study was carried out to track the original sample of STAR students from small classes (Nye et al., 1991). It indicated that

- STAR students outperformed, showed more effort and initiative and were better behaved than their peers in normal-sized classrooms. There were no significant additional gains in subsequent years relative to the students in normal classes
- STAR students continued to outperform children from normal classes at a decreasing rate. By grade eight the difference was quite small
- STAR students were less likely to fail a grade and their special educational needs were identified earlier.

In recent years, the results of Project STAR have been extensively analyzed. This analysis has resulted in a relevant focusing of findings. It suggests that disadvantaged students may benefit far more from smaller classes than do other students. Students who receive large amounts of parental time, tutoring or supplemental schooling may be less sensitive to the effects of small class size. There is a strong relationship between smaller classes and teacher attitudes, morale and satisfaction.

Johnston (1989) studied the impact of Project STAR on the perceptions of 1,003 kindergarten to grade three teachers and found that smaller classes had a positive effect on the quality of life in the classroom. Teachers believed that they did a better job in small classes, instruction took less time, non-instructional activities took less time, discipline problems decreased because they could manage student behaviour and more learning centres and enrichment activities were provided. Johnston cautioned that his findings were based on self-reported data which were not verified through classroom observation.

Evertson and Randolph (1989) observed Project STAR teachers who did and did not receive training (classroom management, individualized instruction, higher order thinking skills), as well as their counterparts in the normal size classes. They indicated that class size made no difference in the amount of time spent or instructional methods used in reading and mathematics instruction.

In January 2000, Edmonton Public Schools in partnership with the University of Alberta and Alberta Learning conducted a six month pilot project to examine the impacts of small class size on student growth and achievement at grade one in high need schools. The project had a particular focus on teaching practices that maximize growth and achievement.

Teachers in the project were involved in two kinds of professional development activities, one a professional development program on literacy and the other a series of monthly meetings with University of Alberta staff which focused on effective classroom strategies.

The smaller classes provided a better learning environment for students in that they encouraged more cooperation and were calmer. There were fewer distractions, and students participated in a greater variety of activities and spent more time on task. Teachers reported more time for planning. Students talked about noise reduction, increased concentration, an increase in activities and in teachers' attention, and their enjoyment of the smaller classes.

Given the brief intervention period and mid-year implementation, achievement improvements may be seen as inconclusive. Some students displayed better than expected growth in reading comprehension. In addition, a number of students made significant progress in achievement and behaviour on an individual level that was hidden by group results.

Limitations of the Research on Class Size

The research on class size does not provide unambiguous policy guidance. Much of the research on class size has focused on student achievement. The goals of education, however, extend beyond a focus on student achievement. Few studies, for example, have examined the impact of class size on the social and emotional development of students.

Most class size studies have taken place in the elementary grades, particularly in the early years. Optimal class size limits and outcomes in relation to the middle and senior years are less clear. Researchers have been encouraged to expand the scope of their studies to include factors such as home environment and good teaching that are equally vital to successful learning outcomes. Whether teachers of smaller classes may be able to increase parental involvement such that the impact of family variables on learning may be heightened remains a significant research question. Reduced class size offers teachers opportunities to teach differently, but little is known about what makes some teachers more effective than others in smaller classes.

CLASS SIZE, COMPOSITION AND COLLECTIVE BARGAINING

Demands and expectations are continually being placed on schools and teachers to strengthen their core educational missions in the promotion of excellence and academic achievement. At the same time, teachers are expected to address a variety of social and health-related issues and sustain equity of opportunity, which means appropriate, rather than merely similar instruction for all students. Innovations as solutions to a variety of educational challenges also place significant responsibilities for change and improvement on teachers.

Teacher working conditions and workload pressures play an important role in attracting, developing and retaining qualified teachers. Key elements of teacher working conditions include school and division support for professional development, teacher involvement in school decision-making, safety, public respect, and compensation.

One prominent factor that impacts on teachers' working conditions and workload pressures is class composition, particularly the number of students who have significant learning and behavioural needs. The Manitoba Special Education Review (1998) reported that teachers in Manitoba classrooms were encountering increasing numbers of students with special needs, particularly students displaying behavioural problems and Fetal Alcohol Syndrome.

In May 2001, the Commission on Class Size and Composition asked all public school teachers of kindergarten to grade six students to complete a classroom profile on class size and those aspects of composition that most affected their daily work in classrooms. Preliminary analysis of the classroom profiles indicates that teachers reported the following compositional characteristics and issues

- high numbers of students with a variety of special needs in the classroom and inadequate funding and support for students

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Large classes in combination with students with special learning needs may pose greater workload pressures in areas including but not confined to

- *student assessment*
- *demand in class time for individual attention to address behavioural problems and social issues*
- *students pursuing or requiring individualized education or learning plans and programs*
- *securing health and social services and assisting parents in obtaining needed services and supports.*

Combination classes are classes in which teachers instruct students from two or more adjacent grade levels. Unlike multi-age or nongraded classes, which are created intentionally for philosophical or pedagogical reasons, combination classes are created because of uneven enrollments and fiscal restraints that may make it difficult for school authorities to have additional teachers to implement smaller class sizes.

- difficulty covering or completing the curricula, particularly in combination or split classes
- lack of preparation and planning time
- lack of parental involvement in and support of education.

One key factor that affects class composition is class formation procedures, that is the assignment of teachers and students to classrooms. Class formation procedures are a major task faced by school administrators, one that has important consequences for students, teachers and parents.

Research has shown that the range of ability, and the ratios of high ability and low ability students within classes, can affect curriculum coverage and teacher demands for various forms of instructional support (Burns and Mason, 1998). Consequently, classes with a large range in student abilities may warrant a smaller class size, or other forms of support, than classes with a lower range in abilities.

Class Size and Collective Bargaining

In 2000, the Government of Manitoba introduced Bill 42 to amend The Public Schools Act. The Bill required the Minister of Education, Training and Youth to appoint a commission to make recommendations to government about provincial policy on class size and composition. The Commission was also asked to make recommendations as to whether or not class size should be a negotiable and arbitrable item within the collective bargaining process.

Collective bargaining is generally seen as a union negotiating with the employer for salary, benefits and working conditions for its member employees. In some jurisdictions, teachers negotiate class size as a condition of work. Collective bargaining agreements, then, may contain provisions for class size limits.

Bill 42 provides for binding arbitration without strike or lockout for settling collective bargaining disputes between teachers and school boards. When either party declares an "impasse" because a negotiated agreement on some or all contract items cannot be reached, a third party, an abitrator, is brought in to settle the dispute.

To include class size and composition as a negotiable and arbitrable item could mean that, should an impasse in negotiations occur, an arbitrator could establish class size limits, and both parties must abide by the arbitrator's decision.

CLASS SIZE REDUCTION INITIATIVES

As a result of Tennesse's Project STAR as well as other studies, a number of jurisdictions, particularly in the United States, have embarked on class size reductions. One of the largest class size reduction initiatives was the California Class Size Reduction Initiative (CSR).

The goal of the CSR program, which began in 1996, was to improve early literacy by lowering kindergarten to grade three classes from an average of 29 to a maximum of 20 students. (This is approximately one-third larger than the classes in Project STAR, which reported that academic gains would be seen within classes of 15 or fewer.) The program also stipulated that teachers receive professional development, but with the use of existing funds.

The results from CSR are preliminary and a more thorough report, including costs, is due in 2002. Some preliminary findings indicate that grade three students in small classes showed, on average, a small positive gain. The gain was similar for all students in smaller classes regardless of ethnicity, income status or English language ability. Teachers reported spending more time working individually with problem readers and less time on discipline. Teachers in small classes reported they spent more time with smaller groups, while teachers in larger groups spent more time conducting lessons for the whole class (CSR Research Consortium, 1999).

Class size reduction is an initiative that reduces the number of students in a regular class on a daily basis.

One study's observations of actual classroom practices that occurred in the CSR program classrooms reported that regardless of teacher experience levels, whole-class instruction predominated across all classrooms (Korostoff, 1999). Small group instruction occurred infrequently. Very little one-on-one instruction was observed.

One of the major difficulties encountered with the implementation of the CSR program was an insufficient pool of qualified teachers. Schools with the highest percentage of low-income and minority students were unable to attract qualified teachers (Stecher, Bohrnstedt, Kirst, McRobbie and Williams, 2001). Another issue was lack of classroom space (Bohrnstedt and Stecher, 1999).

The space problem was greater for urban districts where there was no room for expansion. The program also created new demands for professional development.

Wisconsin's Student Achievement Guarantee in Education (SAGE) program was implemented in 1996–97 as a statewide effort to increase the academic achievement of children living in poverty by reducing the pupil-teacher ratio in kindergarten through grade three to 15:1 or less. In some cases there were two teachers in a single classroom of 30 students. SAGE schools were also required to provide before and after school activities for students and community members, as well as implement professional development and accountability plans and complete a rigorous curriculum (Molnar, 2000).

Advantages of class size reductions

- *Improved performance of first grade students*
- *Enhanced teacher knowledge of students*
- *Fewer discipline problems*
- *Increased teacher satisfaction*

The preliminary findings of SAGE suggest that first grade students performed better than comparison students in reading, language arts, mathematics and in total test scores for the Comprehensive Test of Basic Skills. The advantage of smaller classes for grade one students did not increase or decrease in the second grade. Classrooms with more affluent children outperformed children from poor families. Classrooms with 30:2 student-teacher ratio achieved just as well as classrooms with 15:1 student-teacher ratio with the exception of language areas and mathematics sub-tests in grade two where the students in the 15:1 ratio class outperformed students in the 30:2 ratio.

The SAGE program evaluation also examined teacher attitudes and practices. Having fewer students enabled teachers to know students better. It reduced the need for discipline, which resulted in more time for instruction, less stress and increased teacher enthusiasm for teaching.

Discipline problems tended to decrease in smaller classes, not only because the teacher could more easily detect and respond to inappropriate behaviour, but also because the inappropriate behaviour was redefined. For example, some behaviours not tolerated in a large class, such as walking around the room or talking, were considered more acceptable in a small class because they were less disruptive.

SAGE teachers believed there were particular benefits for special education teachers. The individualization within small classes was seen to prevent future need for special education for some students, spare early labelling, and for those already diagnosed, increase the time they spent in the regular classroom.

In British Columbia, a legislated provincial collective agreement between the British Columbia Public School Employers' Association and the British Columbia Teachers' Federation resulted in primary class size maximum limits of 20 students for kindergarten and 22 students for grades one to three. While smaller classes were considered more able to meet the needs of individual children, several implementation challenges surfaced. Some students were not admitted to schools in their catchment areas because classes were full and had to travel long distances outside their neighbourhood to schools that had room for them. Siblings were separated because there was only room for one in a class. The addition of a single student to a classroom during the school year could result in reorganization such as split or blended classes. There has been recognition that any maximum class size limits need to address the needs of individual students and families in a flexible manner for valid educational and administrative reasons.

Potential challenges in class size reduction initiatives

- *Insufficient numbers of qualified teachers*
- *Open access for all students*
- *Disruption to classroom organization*
- *Additional costs for salaries, facilities, professional development*

Implementing class size reduction requires consideration of a number of issues: an adequate supply of qualified teachers and available classroom facilities. The costs of class reductions involve not only increased salary costs but also costs for the necessary facilities and for professional development. Successful student outcomes require teachers to use new instructional strategies acquired through their professional development. In addition, larger classes may continue to exist throughout different grades and subject areas not targetted by class size reduction.

Several other possibilities for reducing student-teacher ratios include:

Targetted Grade and Subject Specific Class Size Ratios

Targetted subject and grade specific class ratios attempt to reduce high student-teacher ratios at key grade levels and in certain subject areas. For example, more teachers for elementary language arts and middle and senior years mathematics would be placed in larger sized classrooms to work with students.

Parallel Block Scheduling*

Parallel block scheduling allows class sizes to be split in half, reducing student-teacher ratio for reading and mathematics instruction. For example, half of the class would go to a computer lab or participate in physical education activities, the other half would remain with the classroom teacher.

Parallel block scheduling takes advantage of existing resources. It does not require additional staff or funding. Although parallel block scheduling requires students to work with other teachers during the day, it does not attempt to shape elementary schools into the form of high schools.

Oak Park Plan*

The Oak Park Plan requires all teachers in a school, including specialty teachers to teach 15 students in the subject areas of reading, language arts, and mathematics for 3 hours a day. For the remaining 2.5 hours, subjects are taught in regular classes of approximately 25 students.

- Additional information will be available at the consultation sessions.

SHARING YOUR THOUGHTS AND CONCERNS

Questions for Consideration

- *What are the implications of class size and composition for the students and teacher in this case study?*
- *What are the implications for class size when classes contain more than one grade?*
- *Is there an optimal class size that would balance student academic achievement, social development and teacher working conditions? If yes, what would that size or range be? How might it vary by grade level and subject area?*
- *Could reduction in class size have an impact on the social development of students?*
- *Could reduction in class size have an effect on teacher recruitment and retention?*
- *Is there a greater need for class size reduction in some schools rather than in others?*
- *There are various ways in which class size and composition issues can be addressed: by school board policy, through decisions in individual schools, by provincial policy and guidelines and through collective agreements between teachers and school boards. What are the advantages and disadvantages of each option?*
- *How could government, school boards, administrators, teachers and parents work collaboratively to address class size and composition issues at the local classroom level?*
- *How could class size reduction be funded?*
- *What advice would you give to the Commission in making recommendations on class size and composition?*

The following section outlines a case study on class size and composition and a number of questions to help initiate and stimulate discussions at the consultation sessions. A case study helps to present a common focus. It reveals the complexity of the situation experienced by students, teachers, parents, school and division administrators and school trustees and allows individuals to identify different points of view in addressing the challenges that class size and composition may present to school communities. The case study represents a starting point for discussions. It is not intended to be the sole focus of or to dominate discussions. The Commission anticipates that additional questions, issues and scenarios will arise during the course of discussions at the consultation sessions.

Case Study for Discussion

Ms Soucy has been assigned to teach a combination grade three and four class. At the start of the school year there are 28 students enrolled in the classroom. 16 students are in grade three and 12 students are in grade four. There is a significant range of ability diversity in the classroom. Ms Soucy believes that there is one student with undiagnosed Fetal Alcohol Syndrome. Another student has a confirmed diagnosis of Attention Deficit Hyperactivity Disorder (ADHD). There is no teacher assistant support in the classroom. In November two additional students are placed in her class, one student for whom English is a second language (ESL). There are now thirty students in her class. Between January and March four of the students move out of the neighbourhood and are no longer in the classroom, leaving Ms Soucy to complete the year with 26 students.

WRITTEN SUBMISSIONS

Deadline for Written Submissions is November 9, 2001

The Commission on Class Size and Composition is also inviting written submissions by interested individuals, groups and organizations.

Written submissions should contain the following information:

- name, address, and telephone number of the person or organization making the submission
- a brief description of the nature of the person's or organization's interest in the Commission
- a clear indication of the issues and questions that will be addressed in the submission
- copies of any supporting documentation that is of direct relevance to the Commission's terms of reference

Please send your written submissions to the Commission on Class Size and Composition, c/o Room 14, 1577 Dublin Avenue, Winnipeg Manitoba, R3E 3J5, email: classsize@gov.mb.ca

REGISTRATION FORM

Class Size and Composition Consultation Sessions

Consultation sessions will run approximately three hours. French services will be available at the Saturday, November 3 afternoon session at the Canad Inn – Windsor Park. **Please check one session only.**

	Date	Time	Location	Registration Deadline
☐	Thursday, September 27, 2001	7:00 p.m. – 9:30 p.m.	Thompson R.D. Parker Collegiate	Friday, September 21, 2001
☐	Saturday, September 29, 2001	10:00 a.m. – 12:30 p.m.	Cranberry-Portage Royal Canadian Legion	Friday, September 21, 2001
☐	Thursday, October 11, 2001	7:00 p.m. – 9:30 p.m.	Dauphin Dauphin Regional Comprehensive Secondary	Friday, October 5, 2001
☐	Saturday, October 13, 2001	9:00 a.m. – 12:00 p.m.	Brandon Brandon Agricultural Centre	Friday, October 5, 2001
☐	Saturday, October 13, 2001	1:30 p.m. – 4:30 p.m.	Brandon Brandon Agricultural Centre	Friday, October 5, 2001
☐	Thursday, October 25, 2001	7:00 p.m. – 9:30 p.m.	Carman Carman Collegiate	Friday, October 19, 2001
☐	Saturday, November 3, 2001	9:00 a.m. – 12:00 p.m.	Winnipeg Viscount Gort Hotel	Friday, October 26, 2001
☐	Saturday, November 3, 2001	1:30 p.m. – 4:30 p.m.	Winnipeg Canad Inn – Windsor Park	Friday, October 26, 2001
☐	Tuesday, November 6, 2001	7:00 p.m. – 9:30 p.m.	Winnipeg Canad Inn – Garden City	Friday, October 26, 2001

Name: ______________________________

☐ Parent

☐ Teacher

☐ Administrator

☐ Trustee

☐ Student

☐ Other (Please specify): ______________

Address: ______________________________

City/Town: ______________ Postal Code: ______________

Phone Number: ______________ Fax Number: ______________

Please register by the deadline indicated for each session to the

Commission on Class Size and Composition
c/o Room 14–1577 Dublin Avenue
Winnipeg MB R3E 3J5

or by telephone, fax or email

telephone (204) 945-0350, toll free 1-800-282-8069, extension 0350,
fax (204) 948-3286 or email: classsize@gov.mb.ca .

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APPENDIX E

SUBMISSIONS

Association des éducatrices et éducateurs franco-manitobains
Brandon Teachers' Association
CUPE Manitoba School Division Sector
Éducatrices et éducateurs francophones du Manitoba
Manitoba Association of School Superintendents
Manitoba Association of School Trustees
Manitoba Teachers' Society
Retired Teachers' Association of Manitoba
Seven Oaks Teachers' Association
Souris Valley Teachers' Association
South Central Principals' Association
St. Boniface Teachers' Association

Winnipeg School Division No. 1
St. James-Assiniboia School Division No. 2
Assiniboine School Division No. 3
St. Boniface School Division No. 4
River East School Division No. 9
Seven Oaks School Division No. 10
Seine River School Division No. 14
Hanover School Division No. 15
Rhineland School Division No.18
Interlake School Division No. 21
Evergreen School Division No. 22
Midland School Division No. 25
Pine Creek School Division No. 30
Beautiful Plains School Division No. 31
Dauphin-Ochre School Area No. 1
Swan Valley School Division No. 35
Birdtail River School Division No. 38
Rolling River School Division No. 39
Brandon School Division No. 40
Souris Valley School Division No. 41
Antler River School Division No. 43
Turtle Mountain School Division No. 44
Western School Division No. 47
Frontier School Division No. 48
Snow Lake School District No. 2309

Douglas Home and School Association
École Morden Middle School Parent Advisory Council
École Laura Secord Parent Advisory Council
Elm Creek School Parent Advisory Council
General Byng School Parent Group
Minnedosa Collegiate Institute Parent Advisory Council
Pierson School Advisory Council
Shamrock School Parent Advisory Council

Rural Municipality of Blanchard
Rural Municipality of Elton
Rural Municipality of Saskatchewan
Town of Erickson

Crescentview School
Ms. Cathy Cerasani
Mr. Richard Derewianchuk
Ms. Beryl Dziedzic
Mr. George Fontaine
Mr. Malcolm Jolly
Ms. Marion Meyers
Ms. Rachel Ouimet
Ms. Joan Thomas
Mr. Derrick Wainio
Ms. Lisa Yacyshen